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SUMMARY
OF
THE PRINCIPAL MEASURES
OF
THE VICEROYALTY
OF
THE EARL OF ELGIN
IN
THE HOME DEPARTMENT,
JANUARY 1894 TO DECEMBER 1898.



CALCUTTA:
OFFICE OF THE SUPERINTENDENT OF GOVERNMENT PRINTING, INDIA,
1898.

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1898,

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FROM JANUARY 1894 TO DECEMBER 1898.

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LORD ELGIN'S VICEROYALTY.

From January 1894 to January 1899.

INTRODUCTION.

HIS Excellency the Earl of Elgin and Kincardine took his seat as Viceroy and Governor General of India at Calcutta on the 27th January 1894.

This summary brings the narrative of proceedings in the Home Department down to the end of 1898.

During Lord Elgin's administration the Members of Council in charge of the Home Department were the Honourable Sir Antony MacDonnell, K.C.S.I., up to the 6th April 1895, the Honourable Sir Alexander Mackenzie, K.C.S.I., from the 10th April 1895 to the 16th December 1895, the Honourable Sir John Woodburn, K.C.S.I., from the 23rd December 1895 to the 6th April 1898, and the Honourable Mr. C. M. Rivaz, C.S.I., from the 9th April 1898. The Secretaries in the Home Department were Mr. (now Sir) Charles Lyall, K.C.S.I., and Mr. J. P. Hewett, C.I.E., and for brief periods in 1897 and 1898 Mr. H. J. S. Cotton, C.S.I., and Mr. A. H. L. Fraser, C.S.I. The Deputy Secretaries were Mr. P. G. Melitus, C.I.E., Mr. L. M. Thornton and Mr. H. Luson. The Under Secretaries were Mr. H. Luson, Mr. C. H. A. Hill, and Mr. R. Nathan. Mr. N. Bonham-Carter officiated as Under Secretary for three months during the year 1898. Mr. Nathan was on special duty in the Home Department for short periods during the years 1897 and 1898 in connection with plague work. All the officers mentioned were members of the Indian Civil Service.

LORD ELGIN'S VICEROYALTY.

HOME DEPARTMENT.

CHAPTER I.

ADMINISTRATION OF JUSTICE

i.—CIVIL JUSTICE.

Cost of Administration of Civil Justice in the Bombay Presidency—The

Letter to the Government of Bombay, No 618, dated the 13th May 1890

Letter from the Government of Bombay, No 5412 dated 10th October 1891

Letter to the Government of Bombay, No. 268, dated the 26th February 1892

Letter from the Government of Bombay, No 523, dated the 23rd January 1893

Letter to the Government of Bombay, No 111, dated the 31st January 1894

Government of Bombay were asked in 1890 to cause a careful inquiry to be instituted in order to ascertain the causes to which the excess of charges over receipts of Courts in that Presidency was attributable. The reports asked for were furnished in 1891 and 1893, and the final orders of the Government of India issued in 1894.

Amendment of law of Civil Appeals.—The question of limiting

Circular letter to Local Governments, and Administrations, No 5 Judl—300 400, dated the 30th March 1897

the law of extended appeals which now obtains in India has for some time engaged the attention of the Governor General in Council. Under the present system, it is feared, the Courts of first instance feel little responsibility beyond escaping the censure of the Courts above them to which they know their decisions will be appealed; they thus tend to become timid and technical. And the High Courts instead of having the leisure for the deliberate disposal of really important issues are burdened with a host of petty and often frivolous cases which should be settled by Courts of a lower dignity. It is proposed by an amendment of the law to remedy these defects, and the Local Governments and Administrations have been asked for their opinions on the several suggestions which have been made for this purpose. All the replies have been received, and the matter is under consideration.

Attachment of crops by order of Civil Courts.—In order to relieve agri-

Letter from Government, North-Western Provinces and Oudh, No 2107, dated 25th August 1897

Telegram to Government, North-Western Provinces and Oudh, No 1291, dated 24th September 1897

Letter from Government, North-Western Provinces and Oudh, No 3923, dated 6th December 1897

Circular letter to Local Governments and Administrations, Nos 297—305, dated 15th March 1898

Letter to High Court, Calcutta, No 306, dated 15th March 1898

culturists of the hardships resulting from the present law in respect of the attachment and sale of standing crops, the Government of India are now considering in communication with the Local Governments and Administrations whether the Code of Civil Procedure should not be amended so as to declare (1) that standing crops shall be deemed to be moveable property for the purposes of attachment or sale in execution of a decree or order of a Court, and (2) that the crops of an agriculturist, either standing or on the threshing floor, shall not be liable to attachment before judgment.

The relief of agriculturists in India.—An Act was passed in 1879 with the object of meeting in several districts of the Bombay Presidency, where there

had been agrarian serious riots, the evil of the growing indebtedness of the agricultural population and the gradual transfer of proprietary interests in land from the martial and cultivating classes to the trading and money-lending castes of Hindu society. In 1891 a Commission was appointed to inquire and report how far the principles of the Act had approved themselves by experience in the Dekkhan and how far they were likely to afford an adequate remedy for similar evils complained of in other Provinces. Amongst other proposals, the Commission suggested the enactment of a general law for the protection of agriculturists capable of being applied to any tract in which a problem similar to that which led to the enactment of the Dekkhan Agriculturists Relief Act had presented or might present itself. The necessity for legislation of this nature had been pressed upon the Government of India by the Punjab Government and the Central Provinces Administration. The Government of India, having little doubt that there were other parts of the country in which a measure of this nature would be likely to have a beneficial effect, prepared a draft Bill giving effect to the Commission's proposal. The matter was reported to the Secretary of State,

Despatch to Secretary of State, No. 41 (Judicial), dated the 6th November 1895.

Despatch from Secretary of State, No. 3 (Legislative), dated the 23rd January 1896.

and His Lordship desired that the Bill might not be introduced until he had an opportunity of considering the replies of the Local Governments and Administrations who had been consulted and any further observations which the Government of India might desire to make. The proposal to legislate in the manner suggested by the Government of India has met with much opposition, and it is now proposed not to enact the law as a general one, but to consider the circumstances of each particular tract as occasion arises, and, if necessary, to legislate for it separately. The Secretary of State has been addressed again on the subject.

Despatch to Secretary of State, No. 48 (Judicial), dated the 3rd November 1895.

ii.—CRIMINAL JUSTICE.

Sale and possession of poisons in India.—The Local Governments and

Circular letter to Local Governments and Administrations and the High Court, Calcutta, Nos. 19—1255-1265, dated the 26th August 1895.

Administrations as well as the High Court, Calcutta, were asked in 1895 for their opinions on certain points connected with the question of restricting the possession and sale of poisons. The replies, which have been received, are now under the consideration of the Government of India.

Re-payment of fines which an Appellate Court has ordered to be re-

Despatch from Secretary of State, No. 1 (Judicial), dated the 17th January 1895.

Circular letter to Local Governments and Administrations and the Calcutta High Court, Nos. 11—878-886, dated the 11th June 1895.

Despatch from Secretary of State, No. 38 (Judicial), dated the 26th September 1895.

Despatch to Secretary of State, No. 44, (Judicial), dated the 4th December 1895.

Despatch to Secretary of State, No. 29 (Judicial), dated the 7th July 1896.

funded.—The Secretary of State in 1895 intimated that his attention had been called to certain complaints as to the difficulties which confront an applicant for the repayment of a fine which an Appellate Court has ordered to be refunded and to the expense which such an application entails, and conveyed suggestions for dealing

with such cases. The necessary orders were issued by the Government of India in 1896.

Despatch to Secretary of State, No. 37 (Judicial), dated the 21st August 1894.

Letter to Government of Madras, No. 989, dated the 10th September 1894.

Letter to Government of Bombay, No. 1020, dated the 17th September 1894.

Despatch from Secretary of State, No. 3 (Judicial), dated 31st January 1895.

Letters to Governments of Madras and North-Western Provinces and Oudh and Chief Commissioner, Assam, Nos. 919—21, dated the 17th June 1895.

Letter to Government of Bombay, No. 922, dated the 17th June 1895.

Letter to Government of Bengal, No. 923, dated the 17th June 1895.

Letter to High Court, Calcutta, No. 924, dated the 17th June 1895.

Office memorandum to Legislative Department, No. 925, dated the 17th June 1895.

Letter from Government of Bombay, No. 5975, dated the 22nd August 1895.

Letter to Government of Bombay, No. 1412, dated the 27th September 1895.

Letter to the Government of Bengal, No. 309, dated the 23rd March 1897.

Despatch to Secretary of State, No. 14 (Judicial), dated the 24th March 1897.

Communication from the Government of Bengal, No. 2430-J., dated the 19th April 1897, and enclosure.

System of trial by jury.—After obtaining the opinions of the Local Governments and Administrations and the High Court at Calcutta on the Report of the Commission which was appointed by Lord Lansdowne's Government to consider and report on the system of trial by jury in Bengal, the Government of India further considered the matter in communication with the Secretary of State. The Local Governments and Administrations and the High Court were again addressed on the subject. The system has been extended to places where this is considered possible.

Measures to check the practice of train-wrecking.—In 1897 the atten-

Circular letter to Local Governments and Administrations, No. 1240—49, dated the 16th September 1897.

deterrent sentences on persons convicted of attempts to wreck trains on Indian Railways.

Punishment of conspiracy or agitation against the payment of Government

land revenue.—The Government of Bom-

bay reported in 1897 that an organized attempt had been made by the Agents of a political association, named the Poona

Sarvajanik Sabha, to induce the occupants of land in certain districts in the Bombay

Presidency to withhold payment of land revenue due to Government. To provide

against such cases, the Government of

Bombay proposed the insertion of a section or sections in the Indian Penal Code

making it an offence in India, as it is under the common law in England, to

conspire to do an injury which is not in itself an offence, and of a provision

making it an offence for a person or

persons to incite the withholding of Government revenue. The Government

of India after consulting the other Local Governments and Administrations

have decided that no change in the law on the point is at present desirable.

Letter from the Government of Bombay, No. 582 (Famine), dated the 20th February 1897.

Letter to the Government of Bombay, No. 561, dated the 7th May 1897.

Letter from the Government of Bombay, No. 418 P. (Famine), dated the 25th July 1897.

Letter to Local Governments and Administrations (except Bombay), Nos. 1474—1482, dated the 12th November 1897.

Letter from the Government of Madras, No. 799, dated the 16th February 1898.

Letter from the Government of Bengal, No. 3671, dated the 4th December 1897.

Letter from the Government of North-Western Provinces and Oudh, No. 89—L-15, dated the 26th November 1897.

Letter from the Government of the Punjab, No. 226, dated the 2nd December 1897.

Letter from the Government of Burma, No. 1—5 C.—82, dated the 1st December 1897.

Letter from the Chief Commissioner, Central Provinces, No. 47-X., dated the 3rd December 1897.

Letter from the Chief Commissioner, Assam, No. ^{289 Confidential} 2241 R., dated the 10th December 1897.

Letter from the Chief Commissioner, Coorg, No. 3022 E. I., dated the 20th December 1897.

Letter from Resident, Hyderabad, No. 3 C., dated the 24th January 1898.

iii.—JUDICIAL ESTABLISHMENTS.

Election by members of the Indian Civil Service for service in the Judicial

Department.—In communication with the Government of India the Government

Resolution of the Government of Bombay, No. 1839, dated the 18th March 1895.

of Bombay issued a Resolution in 1895, prescribing rules for the regulation of the appointment of members of the Indian Civil Service to different branches of the service in that Presidency. For Bengal, the Government of India in 1896 sanctioned the postponement of the period of final election by

Despatch to Secretary of State, No. 19 (Judicial), dated the 1st April 1896, and enclosure.

members of the Indian Civil Service for the Judicial or Executive branch of the administration from the 9th to the close of the 12th year of their service. Under this arrangement an officer will have more experience as a Magistrate before becoming a permanent Judge, which will, it is anticipated, enable him to discharge his duties as a Judge more efficiently than if he were placed in the judicial branch at an earlier period of his service.

Despatch to Secretary of State, No. 290 (Finance and Commerce), dated the 16th October 1895.

Despatch from Secretary of State, No. 51 (Judicial), dated the 28th November 1895.

Despatch to Secretary of State, No. 302 (Finance and Commerce), dated the 21st October 1896.

Despatch from Secretary of State, No. 54 (Judicial), dated the 3rd December 1896.

Courts of Small Causes.—The appointment of a fifth Judge of the Court of Small Causes, Calcutta, which was sanctioned temporarily in 1890 was made permanent in 1896.

Judicial Commissioners.—In 1897 sanction was given to the provisional appointment for a period of one year of a second Additional Judicial Commissioner in Oudh. The temporary appointment of an Additional Judicial Commissioner in the Central Provinces was also sanctioned for about five months.

Despatch to Secretary of State, No. 66 (Finance and Commerce), dated the 10th March 1897.

Despatch from Secretary of State, No. 12 (Judicial), dated the 15th April 1897.

Despatch to Secretary of State, No. 331 (Finance and Commerce), dated the 4th November 1896.

Despatch from Secretary of State, No. 55 (Judicial), dated the 10th December 1896.

Position of Native Pleader Judges of the Punjab Chief Court in respect of pay, leave and pension.—This

Despatch to Secretary of State, No. 195 (Finance and Commerce), dated the 21st July 1896.

Despatch from Secretary of State, No. 37 (Judicial), dated the 10th September 1896.

Despatch to Secretary of State, No. 273 (Financial), dated the 23rd September 1896.

Despatch from Secretary of State, No. 50 (Judicial), dated the 5th November 1896.

Despatch to Secretary of State, No. 175 (Finance and Commerce), dated the 15th June 1897.

Despatch from Secretary of State, No. 22 (Judicial), dated the 29th July 1897.

Rs. 9,000 a year, being given after 14½ years' service on the Bench, and that they should be granted leave under the leave rules applicable to members of the services recruited in England.

Establishment of a Court of Small Causes at Cawnpore.—A Provincial

Despatch to Secretary of State, No. 257 (Finance and Commerce), dated the 16th September 1897.

Despatch from Secretary of State, No. 36 (Judicial), dated the 28th October 1897.

Court of Small Causes was established in 1897 at Cawnpore, in lieu of one of the then existing Munsifs' Courts there. This arrangement has been rendered necessary

by the increasing commercial importance of the city.

Appointment of Subordinate Judges to be also Assistant Sessions Judges.—In 1890 the Government of Lord Lansdowne, in communicating the orders of the Secretary of State upon the Report of the Public Service Commission, so far as it related to the Judicial and Executive branches of the Administration, requested the Local Governments to consider whether officers of the Provincial Service exercising only Civil Judicial functions should not undergo some training in criminal business before they were appointed to a District and Sessions Judgeship. It was suggested by the Government of Madras that

the best means of securing the training of Subordinate Judges in criminal work would be by appointing these officers to be Assistant Sessions Judges to try Sessions cases referred to them by the Sessions Judges. The Government of Lord Elgin accepted this suggestion, with the proviso that powers of Assistant Sessions Judges were to be conferred only on selected Subordinate Judges to the extent necessary to provide an adequate supply for filling the appointments of District and Sessions Judge which have been listed as open to the Provincial Civil Service, and, with the sanction of the Secretary of State, the following rule

Despatch to Secretary of State, No. 51, dated 3rd October 1894, and enclosures. was made under the provisions of the Statute 33, Vict., Cap. 3, Section 6:—

The Government of Madras may appoint any Subordinate Judge, being a member of the Provincial Civil Service and a Native of India of proved merit and ability, to be also an Assistant Sessions Judge.

A similar rule has been adopted for the Bombay Presidency, Bengal, and

Despatch to Secretary of State, No. 51, dated the 6th August 1895.

Despatch to Secretary of State, No. 4, dated the 8th January 1896.

Despatch to Secretary of State, No. 57, dated the 11th August 1896.

Letter from the Government of Madras, to the Government of India, No. 1463, dated the 10th November 1897.

the North-Western Provinces and Oudh, but not for the Punjab where the District Judges (who correspond to Subordinate Judges in Bengal) are Magistrates of the 1st class, and occasionally take up important criminal cases. The Government of

Madras have reported that the experiment has proved successful in that Presidency. Full reports on the subject have not yet been received from the other Provinces.

Improvement of the position of the superior judicial service.—In con-

Despatch to Secretary of State, No. 227 (Finance and Commerce), dated the 4th August 1898.

sequence of representations received from the British Indian Association, the Bengal Chamber of Commerce, the Calcutta

Trades Association and the members of the Indian Civil Service serving in the judicial branch in Bengal, the Government of India have recently considered the question of improving the position of the superior judicial service. The views of the Government of India have been communicated to the Secretary of State in detail, but His Lordship's orders have not yet been received.

Proposed establishment of a Chief Court in Burma.—Under the present law there are three Superior Courts of Law in Lower Burma—(a) the Court of the Judicial Commissioner; (b) the Court of the Recorder of Rangoon, and (c) the Special Court. The Judicial Commissioner has the powers of a High Court in relation to all Civil Courts in Lower Burma, except the Special Court, the Court of the Recorder and the Court of Small Causes of Rangoon; and, except in reference to proceedings against European British subjects, he has the power of a High Court in respect of criminal appeals and revisions for the whole of Lower Burma beyond the limits of the ordinary civil jurisdiction of the Recorder, who is the Sessions Court within the Town of Rangoon. The Recorder has power to adjudicate on any suit without restriction of value. Appeals lie from him to the High Court of Calcutta when the subject-matter of the suit is less than Rs10,000 in value; in cases of that and higher values appeals lie to the Privy Council. He is the High Court for the whole of Burma in proceedings against European British subjects. He has the powers of a High Court in respect of the Court of Small Causes, Rangoon, and in certain other matters. He has also admiralty and insolvency jurisdiction. The Special Court is ordinarily

constituted by the Judicial Commissioner of Lower Burma and the Recorder of Rangoon sitting together. The Local Government may add the Judge of the Town of Moulmein for the hearing of any particular case or class of cases. The Special Court hears civil appeals from decisions of the Judge of Moulmein. It is the High Court in criminal cases tried by the Judicial Commissioner and the Recorder, in exercise of their original jurisdiction, and it disposes of civil and criminal references made by the Judicial Commissioner or the Recorder.

In December 1893 the Chief Commissioner of Burma submitted a draft

Letter to the Government of Burma, No. 1106, dated the 24th September 1898.

Bill to amend the Lower Burma Courts Act (XI of 1889) in certain respects.

The matter has been several times considered, and the Government of India have now asked the Local Government for its matured opinion as to the desirability of establishing a Chief Court of three or four Judges for the whole of Burma in place of the Judicial Commissioners of Upper and Lower Burma and the Recorder of Rangoon.

Additional Sessions Judges.—In 1894 the temporary appointment of an

Despatch to Secretary of State, No. 172 (Finance and Commerce), dated 2nd July 1895.

Despatch from Secretary of State, No. 31 (Judicial), dated 15th August 1895.

might be a separate Additional Judge for each of these Divisions. The appoint-

Despatch to Secretary of State, No. 38 (Finance and Commerce), dated 10th February 1898.

Despatch from Secretary of State, No. 11 (Judicial), dated the 24th March 1898.

ment of an Additional Civil and Sessions Judge for Aligarh in the North-Western Provinces, sanctioned for three years in 1895, was made permanent in 1898. In July 1893 sanction was given to the permanent appointment of an Additional Judge for the Districts of Dacca, Jessore with Khulna, Backergunge and Mymensingh in Bengal. In October 1898

Despatch to Secretary of State, No. 319 (Financial), dated the 13th October 1898.

Despatch to Secretary of State, No. 29 (Finance and Commerce), dated the 29th January 1896.

Telegram from Secretary of State, dated the 10th March 1896.

the appointment of a separate permanent Additional Judge for Jessore-Khulna and Backergunge was recommended to the Secretary of State, the present Additional Officer being required for Dacca and Mymensingh. In order to secure the services of a fully competent officer for the discharge of the important duties of a District and Sessions Judge in the Bijapur Collectorate, the Government of Bombay's proposal to re-arrange certain appointments in the Judicial Department in that Presidency were sanctioned by the Secretary of State.

High Courts.—In the Madras High Court a fifth Puisne Judge was appointed

Despatch to the Secretary of State, No. 10 (Finance and Commerce), dated the 8th January 1896.

Despatch from the Secretary of State, No. 12 (Judicial), dated the 19th March 1896.

Despatch to the Secretary of State, No. 65 (Finance and Commerce), dated the 6th March 1895.

Telegram from the Secretary of State, dated the 6th April 1895.

Despatch from the Secretary of State, No. 15 (Judicial), dated the 28th March 1895.

Despatch to the Secretary of State, No. 160, (Finance and Commerce), dated the 23rd June 1896.

Despatch from the Secretary of State, No. 32 (Judicial), dated the 30th July 1896.

Despatch to the Secretary of State, No. 47 (Finance and Commerce), dated 20th February 1895.

substantively by Letters Patent in 1896. The appointment was made on the understanding that it would be absorbed on the next vacancy if the state of the files then admitted of such a reduction; and that no officiating appointment was to be made without a reference to the Secretary of State, except in the case of a second Judge taking leave when one Judge was already absent. An Additional (fifth) Puisne Judge was also sanctioned for the High Court of the North-Western Provinces. The terms

Telegram from the Secretary of State, dated the 19th March 1895.

Despatch to the Secretary of State, No. 46 (Finance and Commerce), dated the 17th February 1897.

Telegram from the Secretary of State, dated the 23rd March 1897.

Despatch to the Secretary of State, No. 234 (Finance and Commerce), dated the 25th August 1897.

Despatch from the Secretary of State, No. 30 (Judicial), dated the 7th October 1897.

Despatch to Secretary of State, No. 318 (Financial), dated the 10th October 1898.

Court it has also been found necessary, pending the question of amendment of the Law of Civil Appeals, to appoint temporarily a sixth Judge to the Court.

on which this appointment was made were the same as in the case of the Madras High Court just mentioned. The Secretary of State further expressed the hope that it would be found possible to absorb the appointment on the occurrence of the next vacancy among the Civilian or Native Judges. In the Punjab Chief

CHAPTER II.

POLICE.

Increase to the Bombay City Police.—The Bombay City Police force having

Despatch to Secretary of State, No. 211 (Finance and Commerce), dated the 14th August 1894.

Despatch from Secretary of State, No. 48 (Judicial), dated the 22nd November 1894.

Letter from Government of Bombay, No. 3821, dated the 10th June 1895.

Letter to Government of Bombay, No. 634, dated the 6th September 1895.

Letter from Government of Bombay, No. 3667, dated the 25th May 1896.

Letter to Government of Bombay, No. 521, dated the 24th September 1896.

Letter from Government of Bombay, No. 2298, dated the 20th March 1897.

Letter to Government of Bombay, No. 284, dated the 19th May 1897.

orders, to pay three-fourths.

Strengthening of the Police Force of the town and suburbs of Calcutta.—The riots which occurred in Calcutta in 1892 and also in 1897 convinced the Government of Bengal of the necessity of maintaining a strong police force sufficient to keep in check the turbulently disposed population of the city and to suppress promptly any riots which might occur. The Local Government was satisfied that the Calcutta Police as then constituted was not adequate for the preservation of order and accordingly submitted proposals for increasing its number in the different branches of the force in the metropolis. The matter is now under the consideration of the Government of India, who have asked the Local Government to explain its proposals more fully upon some points.

Reorganization of other Police Forces in India.—Reorganizations were

Despatch to Secretary of State, No. 127 (Finance and Commerce), dated the 22nd May 1894.

Despatch from Secretary of State, No. 28 (Judicial), dated the 19th July 1894.

Despatch to Secretary of State, No. 125 (Finance and Commerce), dated the 5th May 1898.

Despatch from Secretary of State, No. 18 (Judicial), dated the 23rd June 1894.

Despatch to Secretary of State, No. 312 (Financial), dated the 4th November 1896.

Despatch from Secretary of State, No. 56 (Judicial), dated the 17th December 1896.

Despatch to Secretary of State, No. 323 (Finance and Commerce), dated the 19th December 1894.

Despatch from Secretary of State, No. 4 (Judicial), dated the 7th February 1895.

Despatch to Secretary of State, No. 44 (Finance and Commerce), dated the 13th February 1895.

Despatch from Secretary of State, No. 16 (Judicial), dated the 4th April 1895.

Despatch to Secretary of State, No. 130 (Finance and Commerce), dated the 29th May 1894.

Despatch from Secretary of State, No. 31 (Judicial), dated the 2nd August 1894.

Letter from Government of Bengal, No. 1918-J., dated the 31st March 1898.

Letter to Government of Bengal, No. 210, dated the 12th May 1898.

Letter from Government of Bengal, No. 2658-J., dated the 9th May 1898.

Letter from Government of Bengal, No. 2881-J., dated the 18th May 1898.

Letter to Government of Bengal, No. 303, dated the 24th June 1898.

been found to be inadequate for the maintenance of order, on the occasion of a serious outbreak of rioting in the city was strengthened in 1894, and in 1896-97 orders were given by the Government of India in regard to the exclusion of certain items from the accounts relating to that portion of the police expenditure of which the Municipal Corporation of Bombay is required, under the existing

effected in the police forces in Sind, in the Rangoon Town Police, in Burma, in Assam and in Bengal. In the last named Province a fourth company of Military Police has been formed which is located near Calcutta, and is intended for the suppression of disturbances which may occur in the neighbourhood of and in the metropolis. The system of rural police in Orissa has been reorganized; the payment to these police by service lands is to be discontinued and the chaukidars will be placed on the same footing as regards payment for their services as elsewhere in Bengal. In

Despatch to Secretary of State, No. 211 (Finance and Commerce), dated the 4th August 1897.

Despatch from Secretary of State, No. 38 (Judicial), dated 4th November 1897.

Despatch to Secretary of State, No. 271 (Finance and Commerce), dated the 30th September 1897.

Despatch from Secretary of State, No. 40 (Judicial), dated the 4th November 1897.

Despatch to Secretary of State, No. 233 (Financial), dated 20th August 1895.

Despatch from Secretary of State, No. 41 (Judicial), dated 3rd October 1895.

the North-Western Provinces and Oudh it was found necessary to increase the establishment of Assistant Superintendents from 24 to 30, and in Burma the position of this class of officers has been considerably improved.

Substitution of a rural Police Force in the Basti District in the North-Western Provinces for Goraitis (village watchmen).

Despatch to Secretary of State, No. 6 (Finance and Commerce), dated 1st January 1896, and enclosures.

Despatch from Secretary of State, No. 7 (Judicial), dated the 20th February 1896.

In 1896 the sanction of the Secretary of State was obtained to a scheme submitted by the Government of the North-Western Provinces and Oudh for the substitution in the district of Basti of a rural police paid by Government, for *goraitis* or village watchmen who were remunerated by rent-free grants of land. The reason for substituting *chaukidars* for *goraitis* was that the latter were found to be of comparatively little use in preventing, detecting or reporting crime and that they were under no proper discipline.

Armament of the different Police Forces in India.—This question came under the consideration of the Government of India in 1894-95. The orders

Circular letter to Local Governments and Administrations, No. ²281-280, dated 30th April 1895.

issued from time to time on the subject of the armament of the different bodies of the Police were carefully reviewed. The out-

come of the discussion was the issue of a circular letter to the Local Governments and Administrations, in which it was observed that the Police force should not be trained and drilled up to the full extent required by military education. It was remarked that the Police reserves should, of course, be taught to use their fire-arms and to act together, but that no attempt should be made to train Policemen to a very high standard of military efficiency. Local Governments and Administrations are also required to furnish annually to the Government of India a statement showing the strength and armament of the Police in each province.

Firing of blank cartridges on the occasion of riots.—In 1893 the Local

Governments and Administrations were

informed that the Government of India considered it desirable that the firing of

blank cartridge by the Police on the occasion of riots should be forbidden. In a subsequent circular it was explained to the Local Governments and Administrations that the orders issued in 1893 did not preclude them from expressing their opinions fully on the question, and they were accordingly asked to favour the Government of India with their views. The replies received showed almost universal opposition to the use of blank cartridge on the occasion of riots. The Government of India accordingly determined to maintain the orders issued in 1893, and the Local Governments and Administrations were instructed that they were responsible for issuing such regulations as might be required to ensure that full warning is given before any order is given to fire on a mob, and that troops or police should never fire in such cases except in the last resort.

Formation of a special Police Branch in Burma.—In 1896 the sanction

Despatch to Secretary of State, No. 78 (Finance and Commerce), dated the 25th March 1896.

Despatch from Secretary of State, No. 21 (Judicial), dated 7th May 1896.

of the Secretary of State was obtained to a scheme for the formation of a Special Police Branch in Burma. It was considered that the duty of collecting and collating information from all parts of the Province regarding combinations and conspiracies of a political character would be performed more efficiently in this way.

System of identification by finger impressions.—The expediency of

Circular letter to Local Governments and Administrations (except Bengal), Nos. 12-Public—854-164, dated the 5th May 1896.

Circular letter to Local Governments and Administrations (except Bengal) Nos. 328—35, dated the 12th June 1897.

Letter to Government of Bengal, No. 338, dated the 12th June 1897.

Circular letter to Local Governments and Administrations (except Bengal), Nos. 279—286, dated the 15th June 1897.

introducing the Bertillon system of anthropometry was suggested to the Local Governments and Administrations in 1892, and effect was given to the suggestion in nearly all the Provinces and also in Native States. Later experience has, however, shown that there are weak points

in this system and that the system of identification by means of finger prints has many advantages over the anthropometrical system. These advantages consist in the simplicity of working the finger-print system, the inexpensiveness of the cost of the apparatus required, in the rapidity with which the process is worked and in the certainty of its results. The system of identification by finger impression is therefore to be adopted generally throughout India. It has attained considerable success under the direction of Mr. E. R. Henry, I.C.S., C.S.I., Inspector General of Police, Bengal.

Police Statistical Forms.—By a Resolution, dated the 9th September 1870, seven forms of Statistical Returns were prescribed by the Government of India for the Annual Police Reports of the several Provinces, in order to secure reliable information regarding the state of crime and also a record of the working and constitution of the Police force. Some of these forms were revised in February 1884. The opinion of the Local Governments and Administrations regarding the amendment of the forms generally was invited in June 1888, but action on the replies was afterwards postponed owing to the correspondence that was taking place with the principal Local Governments regarding the seeming increase of crime in India and the difficulty of bringing offenders to justice. The question was finally taken up in 1894, and Mr. L. M. Thornton, I.C.S., was placed on special duty for the purpose of revising the forms. The old forms were found to be defective, inasmuch as they failed to present as full and clear an exhibition of the working of the Police and of the Criminal Courts as is desirable, and a set of new forms was drawn up with the object of showing, first, the method in which every case, whether true or false, reported to the Police, is disposed of, and, next, the result of all cases judicially dealt with by the Courts. After the consideration of the views of the Local Governments and Administrations, to whom they were referred for opinion, the new forms were prescribed for general adoption with effect from the commencement of 1897.

Resolution No. 6-Police 580—590, dated the 21st September 1894.

Resolution No. 5-Police 524—534, dated the 25th September 1896.

CHAPTER III.

JAILS.

Jail Administration: 1893—97.—The Resolutions of the Government of

Resolution Nos. 9-593—604 (Jails), dated the 30th October 1894

Resolution Nos. 8-379—390 (Jails), dated the 10th September 1895.

Resolution Nos. 14-545—556 (Jails), dated the 25th September 1896.

Resolution Nos. 562—574 (Jails), dated the 9th November 1897.

Resolution Nos. 488—501 (Jails), dated the 28th October 1898.

India, noted in the margin, review the

working of the jails in each province of

British India during the years 1893—97.

The statistics of each year are appended.

Separation of prisoners by night in cubicles and separate confinement of prisoners in cells.—These two matters have been dealt with together. In Lord

Despatch from the Secretary of State, No. 50-Judicial, dated the 7th December 1893, and enclosure.

Despatch to Secretary of State, No. 6 ^{Judicial} _{Jails}, dated the 21st February 1894, and enclosure.

Despatch from the Secretary of State, No. 10-Judicial, dated the 15th February 1894.

Kimberley's Despatches No. 50-Judicial, dated the 7th December 1893, and No. 10-

Judicial, dated the 15th February 1894,

stress was laid on the importance of separating prisoners by night, and it was

observed that the association of convicts even in the day time is open to serious objection. With reference to Lord Kimberley's orders, the Government of India directed the Local Governments and Administrations to carry into effect a scheme of providing cubicles in sleeping wards with such energy as funds would allow, and to notice the progress made in the Annual Jail Reports. In a Resolution,

Resolution No. 10-Jails, Nos. 534—544, dated the 5th December 1895

Despatch to Secretary of State, No. 47, dated the 11th December 1895.

dated the 5th December 1895, the Government of India reviewed the remarks made in the Jail Reports for the year 1894 and conveyed further instructions on

the subject. It appeared that some confusion existed between the provision of separate cellular accommodation for the confinement of prisoners and the provision of cubicles in sleeping wards. With regard to the latter question, the Government of India described a typical form of wire netting cubicle, and again directed that a scheme for the general introduction of such cubicles should be carried out with such energy as the state of the finances would permit. With regard to the former question, the Government of India stated that the general introduction of a system of separate cellular confinement was beset with financial and other difficulties which rendered its general adoption in the near future quite impossible. They were, however, of opinion that as funds became available, jails should be built on the cellular principle, and that cells should be provided in existing jails in which certain classes of prisoners should be confined for a part or the whole of their terms. The greatest advance in the provision of cellular accommodation has been made in the Madras Presidency. In 1897 the Government of Madras introduced a scheme under which all persons sentenced to rigorous imprisonment must undergo a penal stage, the general features of which consist of separate cellular confinement by night, the performance of certain penal forms of labour, and the wearing of special clothing.

Treatment of girl criminals.—In May 1896 the Government of India

Circular letter Nos. 6-269—78 (Jails), dated the 25th May 1896.

invited the views of the Local Governments and Administrations upon the propriety of

providing reformatory schools for girl criminals. The replies were adverse to the suggestion not only on account of the insignificant number of girls sent to

prison, but also because such reformatories were unsuited to the religious and social customs and opposed to the prejudices of the people. In November 1897,

Despatch from the Secretary of State, No 37 (Judicial), dated the 4th November 1897, and enclosure.

Despatch to the Secretary of State, No 1 (Judicial), dated the 13th January 1898.

the Secretary of State, who had been addressed on the subject by the Howard Association, suggested that a dépôt should be established at one of the Central Jails in each Province to which all girl criminals sentenced to more than three months' imprisonment could be sent. This suggestion has been referred to the Local Governments and Administrations, and is under the consideration of the Government of India. At the same time the Local Governments and Administrations were directed to invite the Courts to use freely the power conferred on them by section 31 of the Reformatory Schools Act, 1897, to discharge girl criminals after due admonition, or to deliver them to their parents or guardians on the latter executing a bond to be responsible for their good behaviour.

Rules under the Prisons Act, IX of 1894.—In 1894, an Act (The Prisons

Circular letter Nos 5-Jails—370-379, dated the 9th July 1894

Resolution Nos 12-Jails—500-510, dated the 31st August 1896.

Resolution Nos 2-Jails—21-31, dated the 15th January 1897

Circular letter Nos. 55—63, dated the 3rd February 1898

Act, IX of 1894) was passed to amend the law relating to prisons in British India, and to provide rules for the regulation of such prisons. When the Act obtained the force of law, the Government of India invited the attention of the Local Governments

and Administrations to such provisions in it as called for executive action and in communication with them framed a collection of rules under the powers conferred by the Act for the guidance of officers in charge of jails. These rules dealt mainly with prison offences, the classification of punishments, the award of marks, the shortening of sentences and the use of arms in the case of an outbreak or attempt to escape.

Administration of the Penal Settlement of Port Blair (The Andamans),

Resolution Nos 112-13 (Port Blair), dated 22nd February 1894.

Resolution Nos 2 171—2 (Port Blair), dated 16th March 1895

Resolution No 253 (Port Blair), dated 12th March 1896

Resolution No 444 (Port Blair), dated 14th May 1897.

Resolution Nos. 360—61 (Port Blair), dated 18th May 1898.

1892-93 to 1896-97.—The Resolutions of the Government of India, noted in the margin, review the working of the Settlement during the years 1892-93 to 1896-97.

Reforms in the Administration of the Settlement of Port Blair.—In July 1895 the Government of India accepted a suggestion made by the Super-

Letter to the Superintendent, Port Blair, No 612, dated 26th July 1895

Notification No 611 (Port Blair), dated 26th July 1895

intendent of Port Blair that a clause should be added to the conditions of the license permitting free persons to reside

in the Settlement to the effect that a scandalous or notoriously evil mode of life, or one leading to breaches of good order and discipline, should constitute a breach of those conditions and render the license liable to be cancelled. The object of the suggestion was to provide a more merciful means of repressing the scandals that frequently arose out of the immoralities committed by the locally-born children of convict parents than was previously permissible. In accepting the suggestion of the Superintendent the Government of India observed that the tendency to immorality among the free population should be mainly checked, not by the exercise of repressive powers of punishment, but by improving the surroundings under which the children are reared. It was observed that when the free population had been isolated in one part of the Settlement it would not be difficult to make visits between free persons and convicts so hazardous as to

become of very infrequent occurrence; and the Superintendent was asked what measures had been taken to carry out the recommendations made by the Commissioners who visited Port Blair in 1890 that released convicts should be encouraged to settle at Port Blair, and that they should be concentrated, as far as possible, in the Southern District. The Superintendent, in a letter dated September 1895, detailed the measures taken to carry out the recommendations of the Commissioners and explained that the two recommendations that the free and convict population should be kept separate, and that free persons should be encouraged to settle at Port Blair, were to some extent opposed to one another. The Government of India decided in January 1896 that, as Port Blair is primarily intended to be a penal settlement, it is more important to restrict, as far as possible, communication between the free population and those who are still undergoing their sentences as self-supporters than to encourage free persons to settle there.

At the end of 1895 the Settlement was inspected by Mr. J. P. Hewett,

Note on Port Blair by Mr. J. P. Hewett, Secretary to the Government of India, in the Home Department, dated 10th November 1895

Letter to the Superintendent, Port Blair, No. 68, dated 28th January 1896

C.I.E., Secretary to the Government of India, in the Home Department, who recorded his remarks in a note dated the 10th November 1895. The note was

communicated to the Superintendent with the orders of the Government of India in January 1896. One of the most important results of the inspection of the Settlement was the decision of the Government of India that, on the completion of the Cellular Jail, a Jail should be constructed for the confinement for convicts in association in the second stage of intramural labour. Proposals for

Letter from the Superintendent, Port Blair, No. 1590, dated 11th December 1897

Letter to the Superintendent, Port Blair, No. 481, dated 6th July 1898

the construction of four Associated Jails were submitted by the Superintendent in December 1897. The Government of India decided that it was practicable and

desirable to confine the convicts during the second stage of their sentence in a single jail and directed that fresh plans and estimates should be submitted in consultation with an officer of the Public Works Department deputed to Port Blair for the purpose.

In January 1896 the Government of India after considering certain propo-

Letter to the Superintendent, Port Blair, No. 71, dated 29th January 1896.

sals made by the Superintendent issued orders for the institution of a mark sys-

tem in connection with the Cellular and Associated Jails as an inducement to convicts to good behaviour. The minimum periods to be passed in the Cellular and Associated Jails are 6 and 18 months, respectively. It was decided that convicts should be awarded two marks a day for good conduct and work and should not be allowed to leave the Cellular Jail until they had earned 365 marks, or the Associated Jail until they had earned 1,095 marks. It was stated that a condition of this system should be that, in the subsequent stages of their confinement at the Settlement, convicts should not be punished by loss of marks gained in the two earlier stages. Labouring convicts and self-supporters will be liable to the punishment of being confined in the Cellular or Associated Jail, and no period spent in those jails in excess of 6 and 18 months, respectively, will count towards final release from the Settlement.

Letter from the Superintendent, Port Blair, No. 1440, dated 17th November 1897, and enclosures.

Letter to the Superintendent, Port Blair, No. 110, dated 31st February 1898.

A scheme for the improvement of the water-supply of the Cellular Jail is under discussion between the Government of India and the Superintendent.

CHAPTER IV.

EDUCATION.

Quinquennial Report.—The second Quinquennial Report on the progress of Education in India covering the years 1887-88 to 1891-92, was prepared, in 1893, by Mr. A. M. Nash, Professor at the Presidency College, Calcutta. The report was reviewed by the Government of India in 1894. In connection with the report the defects in the system of training teachers were brought specially to the notice of the Governments of Bombay, Bengal, and the North-Western Provinces and Oudh.

Revision of the Code of Regulations for European Schools in the Bengal Presidency.—In 1894 the Government of India decided that it was necessary to revise the provisions of the Code of Regulations for European schools in the Bengal Presidency. Much experience had been gained since the introduction of the Code in 1885 and, in especial, the enquiry made by the Calcutta Pauperism Committee tended to show that the educational system was not sufficiently directed towards training European and Eurasian boys for the careers which might be open to them in India. After consulting the Local Governments and Administrations concerned the Government of India appointed a Committee with Sir Alfred Croft, Director of Public Instruction in Bengal, as

Resolution Nos. 2-50—69, dated the 7th February 1895. The points to which

their attention was specially directed were the alleged unsuitability of the uniform course of studies prescribed by the existing Code; the need for importing into the course more recognition of industrial training; the extension of the principle of making grants-in-aid on a system independent of the results of the examination of individual scholars; the grant of teachers' certificates; and the training of pupil teachers. The report of the Committee, together with the revised Code drafted by them, was submitted in October 1895, and a supplementary report was submitted in January

Resolution Nos. 3-142—154, dated the 8th May 1896. of the following year. The Government of India directed that, subject to certain observations, the Code should be provisionally adopted by the Local Governments and Administrations concerned.

Reorganization of the Thomason Civil Engineering College, Roorkee.—At the end of 1893 the Secretary of State sanctioned the introduction of a scheme

Despatch to the Secretary of State, No. 338, dated the 18th October 1893.

Despatch from the Secretary of State, No. 63, dated the 21st December 1893.

which had been submitted by the Government of the North-Western Provinces and Oudh for reorganizing this institution with the object of promoting the efficiency of general engineering education in India. Under the new scheme, the college was affiliated to the Allahabad University, and its control was transferred to a committee of management. The course of the Engineer Class was extended from two to three years, in order that more time might be devoted to the study of physics, chemistry and practical work in the workshop. It was also provided that one of the two Assistant Principals, who would be required to teach Mathematics and Physics, should be recruited in England, and that the other should either be a Civil or Military Officer of the Indian Public Works Depart-

ment or a Professor of Engineering appointed in England. A non-graded lecturer was added to the staff of the College in connection with the extension of the course of the Engineer Class. In submitting its original proposals the Government of the North-Western Provinces and Oudh requested that a Professor of Electrical Engineering might be added to the staff, but the Government of India were not able to accept the suggestion. The matter was reconsidered in 1895 on a representation made by the Local Government that having due regard to efficiency it was impossible to work the College with the staff sanctioned in 1893. The Government of India then recommended to the Secretary of State that in place of the two Professors of Engineering and Mathematics and the non-graded lecturer, who were sanctioned in 1893, there should be a Military Assistant Principal, a Professor of Natural Science and a Professor of Mathematics and Physics, the two latter being selected in England. This proposal was sanctioned by the Secretary of State.

Despatch to the Secretary of State, No. 3, dated the 1st January 1896.

Despatch from the Secretary of State, No. 5, dated the 6th February 1896.

Despatch from the Secretary of State, No. 128, dated the 9th November 1893.

State Aid to Schools of Art in India.—The question whether Art Schools should continue to be maintained as Government institutions was re-opened by the Secretary of State in 1893. Lord Kimberley suggested that State aid should be gradually withdrawn from such institutions, as there was a general opinion that they serve no really useful purpose, while the considerable expenditure on them from Imperial revenues seemed unjustifiable. Before obtaining the opinions of Local Governments in the matter, it was decided to consult the Art Conference which was then assembled at Lahore. The report of that Conference was that, both from the personal experience of the members and the weight of evidence produced before them, the Art Schools had served a most useful purpose, not only in providing Art masters and highly trained draughtsmen to meet the wants of the public service, as well as highly trained draftsmen, but also in protecting the arts and artizans of the country from the extraneous and dangerous influences to which the conditions of modern life and the facilities of interchange of ideas have subjected them. The Conference urged strongly that the schools should be kept up as Government institutions. The consensus of opinion of the Local Governments consulted in the matter was in favour of State support, and in explaining to the Secretary of State the position of the Art Schools in the Provinces in which they existed, the Government of India expressed the opinion that it was undesirable to interfere with the development of the several Art Schools on their respective lines, and that, in view of the evidence as to their character and usefulness, the local opinion in favour of the continuance of State support should not be overruled. Lord George Hamilton expressed his concurrence with these views.

Despatch to the Secretary of State, No. 13, dated the 23rd October 1895.

Despatch from the Secretary of State, No. 9, dated the 6th February 1896.

Despatch from the Secretary of State, No. 66, dated the 1st July 1897, and enclosures.

Education of the deaf-mute population of India.—The question of providing for the education of the deaf and dumb was discussed in a Resolution of the Government of India of September 1893, and the decision then arrived at was that the assistance of the Government in the matter should, as a rule, be limited to grants in aid of public or private charities. In 1897 the Secretary of State forwarded a petition presented to Her Majesty that schools and teachers should be provided for the education of deaf-mutes in India. The Government

of India, while adhering to the views expressed in 1893, pointed out to the Local Governments and Administrations that where institutions are established for the training of these persons, or where a scheme for establishing such institutions is set on foot, the Local Governments and Administrations should, as far as possible, aid in their formation and maintenance. It was represented by the Government of Bengal that the Deaf and Dumb School in Calcutta was already in receipt of pecuniary assistance both from Government and the Calcutta

Despatch to the Secretary of State, No. 17, dated the 18th November 1897, and enclosures.

Municipality. The Secretary of State was informed of the action taken with reference to his Despatch.

Reorganization of the Educational Services in India.—The question of the reconstitution of the Educational Services in the several Provinces was taken up in connection with the proposals of the Public Service Commission. In March 1891 the Government of India placed before the Secretary of State for his opinion a general indication of the conclusions which they were disposed to adopt. The Secretary of State replied, in 1892, explaining his views on the matters referred to him. This Despatch was circulated in the spring of 1892 for opinion to the Local Governments and Administrations, and they were at the same time asked to submit detailed schemes on the lines indicated by His Lordship. Having considered the replies, the Government of India, in August 1892, communicated to the Local Governments and Administrations the decisions they had arrived at on many of the points under discussion, and called for the proposition statements required to display the financial effect of the reorganization, and requested a further expression of opinion on some questions which

Despatch to the Secretary of State, No. 351, dated the 11th December 1895.

remained unsettled. In December 1895 the Government of India, having received

and considered all the replies, submitted their proposals to the Secretary of State. Lord George Hamilton approved generally of the scheme, and, subject to certain remarks, sanctioned its introduction. The scheme, as sanctioned by

Despatch from the Secretary of State, No. 22, dated the 12th March 1896.

Resolution Nos. 4-204-215, dated the 23rd July 1896.

Despatch to the Secretary of State, No. 221, dated the 11th August 1896.

the Secretary of State and modified in accordance with his wishes, was promulgated by the Government of India in July 1896, and a copy of the Resolution in which it was set forth was forwarded for

the information of the Secretary of State.

The following are its general features:—In the first place the reorganization affects only the Educational Departments in Madras, Bombay, Bengal, the North-Western Provinces and Oudh, the Punjab and the Central Provinces. For various reasons Burma, Assam, Coorg and Berar were not included in the scheme. The reorganized Educational Department is divided broadly into the Superior Service and the Subordinate Service. The former consists of two branches, one including all posts to be filled by persons appointed in England and called the "Indian Educational Service," and the other including all posts to be filled by recruitment in India and called the "Provincial Educational Service" (of Madras, Bombay, Bengal and so on). As regards the division between the Provincial and the Subordinate Services, Professors, Inspectors, and Joint and Assistant Inspectors are in general included in the former, and Deputy Inspectors, Head Masters of District Schools, and officers of lower rank in the latter. For other offices the dividing line is in general fixed at appointments bearing pay at the rate of Rs. 200 a month.

Except in the Central Provinces, the post of Director of Public Instruction is excluded from the appointment in the Superior Educational Service, in accordance with the instructions of the Secretary of State, that the selection of officers to fill these posts should not be fettered by any rule or instruction purporting to give a preferential claim to an officer of any particular Department. Officers of the Indian Educational Service are in the first instance recruited for a probationary period of five years, after which they may be confirmed in the Department if found satisfactory. The following is the general scale of their pay:—(a) during the probationary period, Rs. 500—50—700 a month: (b) during the next five years, Rs. 750—50—1,000 a month. A special allowance of Rs. 100 a month after fifteen years' service is granted to officers whose total salary does not exceed Rs. 1,000 and who are considered by the Local Government to merit this increase of pay. Personal allowances are attached to the office of Principal of a College and Senior Inspector of Schools. There are two grades of allowances of Rs. 250—50—500 and Rs. 200—10—250 a month, respectively. A definite number of these allowances is attached to the Department in each Province—thus, for example, in Bombay two allowances of the higher grade are given to the Senior Inspector and the Senior Principal, and three allowances of the lower grade to the remaining two Principals of Colleges and to the second Senior Inspector.

Natives of India appointed to act in temporary vacancies in appointments in the Indian Service are granted an allowance of Rs. 100 a month. In November 1898 it was ruled that an officer of the Subordinate Educational Service appointed to act in an appointment specifically reserved for an officer of the Indian or Provincial Educational Service shall be granted an allowance of Rs. 75 or Rs. 50 a month, respectively. Officers appointed in England are eligible for the more favourable leave rules contained in Chapter XIII of the Civil Service Regulations. Their pensions are regulated by the ordinary Superior Service pension rules modified by the concession in Article 441-A. Directors of Public Instruction are eligible for an additional pension of Rs. 1,000 a year for three years of meritorious service in the appointment. Special arrangements were made to prevent any officer in the old graded line at the time of the reorganization from suffering any loss through the introduction of the new scheme.

After the scheme for the reorganization of the Educational Service had been promulgated, the Government of Bengal represented that no provision had been made as to the manner in which the promotion of officers who had elected to remain in the graded service, and the grant of the special allowances sanctioned under the new scheme to officers who had elected the new rules whilst some of their seniors had elected to remain under the old rules, were to be regulated. To meet the difficulty the Local Government proposed a rule under which no officer of the old graded service or of the Indian Educational Service should be granted promotion either to class I or II of the graded service, or to the special allowances in the Indian Educational Service, till such time as he would have had a legitimate expectation of preferment, on the supposition that all the Educational Department officers had elected for the particular service to which he belongs. After obtaining the views of other Local Governments and Administrations, the Government of India agreed to adopt the rule proposed by the Government of Bengal, with a proviso exempting the allowances attached under the new scheme to certain specified appointments in some Provinces.

Following the reorganization of the Indian and Provincial Services of the Educational Department, the Government of Bengal, in 1897, sanctioned a scheme which it had framed for the reorganization of the Subordinate Educational Service in that province; but as it involved the creation of new classes of officers and additional expenditure, the Government of India were asked to confirm the orders issued by the Local Government. The action of the Government of Bengal in anticipating sanction was considered irregular, and as the additional expenditure involved exceeded the financial limit of the powers of the Government of India, the Local Government was instructed to hold the scheme in abeyance pending the sanction of the Secretary of State, to whom it would be necessary to refer it. The Local Government was at the same time asked to supply further information on certain points connected with the reorganization. The further information has since been received and the proposals of the Local Government are under consideration.

CHAPTER V.

ECCLESIASTICAL.

Ecclesiastical Rules.—A Code of Ecclesiastical Rules for the care and use of Government cemeteries throughout India; for the levy and expenditure of fees on graves and monuments in cemeteries and churches, and for the levy of other ecclesiastical fees was framed and published by the Government of India in 1877. A revised edition of these rules was issued in 1885 in which provision was also made for regulating grants for the building of churches, for compensation for accommodation for soldiers in chapels neither belonging to, nor rented by, the Government, and for the supply of church furniture. As experience was gained in the working of the rules, various modifications were made from time to time and notified by the Government of India. In May 1897

Notification No. 178, dated the 21st May 1897. a revised edition of the rules was published incorporating these modifications. Under these revised regulations British non-commissioned officers and soldiers were exempted from the payment of certain prescribed fees for the endowment of monuments erected by them in memory of their deceased relatives and comrades. In 1898 this subject was reconsidered, and it was decided that non-commissioned officers and soldiers should be placed in the same position as other persons in respect of the payment of such fees except in cases of monuments erected by them to the memory of deceased comrades. Subsidiary rules for the erection, repair and endowment of monuments based on Part I of the general rules have been framed by the Local Governments and Administrations. The rules hitherto in force in the Province of Bengal are at present under revision and it is proposed to apply them as revised throughout the Diocese of Calcutta.

Use for Presbyterian worship of Churches consecrated for the service of the Church of England.—The Regulations of September 1860 enabled churches consecrated for the services of the Church of England to be used for Presbyterian worship under certain conditions and with the consent of the Bishop of the

Diocese. In 1896 the General Assembly of the Church of Scotland represented to the Secretary of State, among other matters affecting the ministration to Scottish regiments serving in India, that difficulty was experienced in obtaining the use of such churches for Presbyterian services. The Government of India consulted the authorities concerned and found that although cases of substantial complaint had not been numerous, instances had occurred where the use for Presbyterian worship of churches consecrated for the Church of England had been disallowed, and it was represented as a hardship that under the Regulations of 1860 the use of the churches was sometimes denied to Presbyterian soldiers owing to the fact that the Chaplain ministering was an officiating Minister and not a Chaplain on the regular establishment of the Church of Scotland. After consulting the Bishop of Calcutta the Government of India caused the rules of 1860 to be recast so as to remedy the defects disclosed and

Resolution Nos. 271—286, dated the 17th June 1898.

Despatch to the Secretary of State, No. 4, dated the 23rd June 1898.

also extended their scope to Wesleyan soldiers. The revised rules were forwarded to the Secretary of State.

Chaplains for Scottish Regiments serving in India.—In 1895 and 1896 the

Despatch from the Secretary of State, No. 50, dated the 18th July 1895, and enclosures.

Despatch from the Secretary of State, No. 80, dated the 17th September 1896, and enclosures.

Secretary of State forwarded two representations from the Colonial Committee of the General Assembly of the Church of Scotland urging the need of additional

Chaplains to minister to Scottish regiments in India. In 1859 seven Assistant Chaplains were added to the establishment, on the condition that they were always to be held as first available for duty with any Scottish regiment which may be without a minister. Owing to the presence, for a considerable time, in the Presidencies of Madras and Bombay of not more than one Scottish regiment, the practice had gradually grown up of posting Assistant Chaplains to stations where there is a large garrison, and where, though there may be no Scottish regiment, there is a considerable Presbyterian element in the population. The number of Scottish Regiments in the north of India having in the meantime increased, considerable difficulty was experienced in providing these regiments with Presbyterian Chaplains, and this difficulty was intensified by the absence on leave of several Presbyterian Chaplains of the Bengal Establishment. Arrangements were made to remove the Assistant Chaplains who had been posted to stations and to attach them to Scottish regiments in the Bengal and Punjab Commands. But even these transfers did not supply the requisite number of Chaplains. It was found necessary to make provision for eight regiments and to allow for the absence of one or more Chaplains on leave. Accordingly a

Despatch to the Secretary of State, No. 24, dated the 20th January 1897, and enclosures.

Despatch from the Secretary of State, No. 33, dated the 8th April 1897.

recommendation was made to the Secretary of State that the establishment should be increased by two Assistant Chaplains. The proposal was sanctioned.

Another question simultaneously raised by the General Assembly was the provision of a Chaplain to minister to Scottish regiments on the voyage to and from India. The Government of India proposed to make arrangements for the return journey, utilizing, when possible, the services of a Chaplain proceeding on leave (granting him a free passage), and in other cases detailing an officer

Despatch to the Secretary of State, No. 365, dated the 30th December 1897, and enclosure.

Despatch from the Secretary of State, No. 30, dated the 24th March 1898, and enclosures.

specially for the purpose. The Secretary of State did not consider it necessary to detail Chaplains specially to minister to Scottish regiments during the voyage, but agreed to utilizing, when possible, Chaplains proceeding on, or returning from, leave, on the terms proposed by the Government of India

Appointment of an Assistant Bishop to the Bishop of Madras.—In the early part of 1896 the Government of Madras submitted the draft of a Commission under which the Bishop of Madras proposed to appoint the Revd. S. Morley to be an Assistant Bishop to exercise episcopal functions in the Districts of Tinnevely and Madura. The Government of India and the Government of Madras approved of the proposed appointment, but it appeared to the Governor General in Council that, before the Revd. Mr. Morley could be appointed as episcopal Commissary to the Bishop of Madras, it was necessary that he should be duly consecrated under a Royal License. The matter was

Despatch to the Secretary of State, No. 3, dated the 22nd April 1896, and enclosures.

Despatch from the Secretary of State, No. 53, dated the 11th June 1896, and enclosures.

represented to the Secretary of State, who approved the proposal, and acting on a Commission from the Archbishop of Canterbury issued under a mandate from

the Crown. The Bishop of Calcutta assisted by other Indian Bishops consecrated the Revd. Mr. Morley at Madras on the 28th October 1896.

CHAPTER VI.

LOCAL BOARDS AND MUNICIPALITIES

Municipal Administration.—In 1896 the Government of India considered it desirable that a general review should be made of Municipal administration, as a sufficient period had elapsed to enable some judgment to be formed on the results of the legislation which had in 1883—85 systematised throughout India the methods of Local Self-Government. The Municipalities in the Presidency towns of Madras, Bombay and Calcutta and the Municipality of Rangoon were excluded from the review. The review was based on statements showing the constitution, income and expenditure of Municipal Boards in 1886-87, the earliest year for which full information was available, and in 1894-95. The comparison showed that the aggregate number of municipalities in India had not increased and in some Provinces the number had diminished. This result is not, however, to be taken as indicating failure in the experiment of Local Self-Government, as in some cases the mistake was made of initiating a new policy without sufficient regard to the fitness of the people to carry it out, and the result therefore proved unsuccessful. Where more caution had been shown in admitting towns to the municipal system there had been steady development.

The income from Mufassil Municipal taxation throughout India in the seven years embraced in the review, increased from a little over a crore to a crore and-a-half, while the total income of municipalities from all sources increased from a little over one-and-a-half crores to about two-and-a-half crores of rupees. In the Bombay Presidency, the North-Western Provinces and Oudh, the Punjab and the Central Provinces a very large proportion of the municipal income is derived from octroi, which is not an item of revenue elsewhere; while the tax on houses and lands forms a large proportion of the income in Madras, Bengal, Burma, Assam and Coorg. Tolls on roads and ferries supplement to a large extent the income of municipalities in Madras and Assam. The expenditure of the municipalities during the seven years increased from R1,57,54,700 to R2,37,91,280, or by 51 per cent. The annual expenditure on medical institutions increased by 65·4 per cent, and the increase in the expenditure on water-works and conservancy exceeded 100 per cent. and 39·9 per cent., respectively. In accordance with the views expressed by the Government of India in 1881, municipalities have been largely relieved of police charges, except in the North-Western Provinces, Punjab, and in Upper Burma.

On the whole, the review showed that Local Self-Government had made a marked advance, and it afforded a basis for considering possible improvements in local methods of taxation and in methods of expenditure.

Administration of Local Boards.—In a Resolution of August 1897 the Government of India reviewed the work done under the control of Local Boards in rural areas. The Resolution first noticed the early history of Local Self-Government in rural areas and then described the course of legislation on the subject in different Provinces. Appended to the Resolution are three statements, the first showing the constitution of Local Boards in different Provinces and the other two exhibiting the receipts and expenditure and comparing the results obtained in 1895-96 with those of 1889-90. After criticising these statements the Resolution

Resolution Nos. 1-146-164, dated the 24th October 1896.

Resolution Nos 18-37, dated the 20th August 1897.

described the duties and functions of Local Boards under the main heads of communications; medical relief; sanitation, drainage and water-supply; vaccination; education; famine relief; public works and pounds. The next part of the Resolution comprises an examination of the income and expenditure of Local Boards. It was remarked that the sources of revenue open to Local Boards were more circumscribed than in the case of Municipalities, while rural wants are less diverse than the requirements of urban areas. The largest item of revenue in the case of Local Boards is the cess levied in one form or another on lands, while the remainder of the income depends mainly on provincial grants and on such receipts as have been made over to Local Bodies on the condition that equivalent expenditure is incurred on specified objects. In the seven years covered by the review the total income increased only from 268 to 298 lakhs, the incidence of taxation remaining practically the same. The heaviest expenditure is incurred on public works, education, medical relief and sanitation. The Government of India expressed the general conclusion that much useful work had been done by Local Boards, and that substantial progress had been made by them in the work of administration.

Municipal Legislation.—The most important legislative measures enacted were the Madras District Municipalities Act, III of 1897, which amended the Act of 1884 (IV of 1884); and the Burma Municipal Act, III of 1898, which amended the law relating to Municipalities in that Province.

Collection of Municipal taxes by Railway Administrations.—In 1896 the Government of the North-Western Provinces and Oudh, No. 3, dated the 11th February 1896, and enclosures.

empowering Railway Administrations to collect Municipal and Cantonment taxes on persons, goods, etc., conveyed to or from any railway station within Municipal

Letter to the Government of the North-Western Provinces and Oudh, No. 57, dated the 12th May 1896, and enclosure.

or Cantonment limits in certain cases, and submitted the draft of a Bill with this object. The Government of India considered that legislation was necessary to give effect to the arrangements for the levy of the terminal tax by Railway Companies, and discussed the question whether the legislation should be undertaken in the Council of the Governor General or in the Council of the Lieutenant-Governor. The question was again

Letter from the Government of the North-Western Provinces and Oudh, No. 153, dated the 28th January 1897, and enclosures.

considered in 1897 on a further representation from the Government of the North-Western Provinces and Oudh, and the Government of India expressed the opinion that there are practical objections to the collection of Municipal taxes by Railway Administrations as part of their freight and at places distant from the Municipalities on whose behalf the collection is made, and that it would be preferable that when such Administrations are employed as the collecting agency the collections should be made at the stations of the Municipalities concerned and in such manner as would show that

Letter to the Government of the North-Western Provinces and Oudh, No. 95, dated the 14th September 1897.

they are entirely distinct from the freight or other Railway charges. The Government of India approved of legislation on these lines being undertaken in the Local Council.

Exemption of Government Buildings and Lands from the operation of Municipal Laws.—In 1895 the question arose whether the provisions of certain sections of the Punjab Municipal Act of 1891 extended to Government Buildings. The

opinion of the Law Officers of the Government of India was obtained on the subject, and in accordance with their advice a draft Bill was framed and introduced into the Imperial Legislative Council in October 1896 to provide for the exemption from the Municipal Laws of certain buildings and lands which are the property, or are in the occupation, of the Government and are situated within the limits of a Municipality. The Bill is still under consideration.

Scheme for the extension of Simla and the improvement of the water-supply and the conservancy arrangements.—In April 1898 the Government of the

Letter from the Government of the Punjab,
No. 181, dated the 23rd April 1898, and enclosures

Punjab submitted, for the consideration of
the Government of India, a copy of corre-

spondence with the Municipal Committee of Simla regarding the provision of funds for the Simla Water-Works extension and sewage schemes. At the same time the Local Government in a separate communication suggested in view of

Letter from the Government of the Punjab,
No. 2623, dated the 26th April 1898.

the probable completion in the near future
of the Kalka-Simla Railway that a Com-

mittee should be convened for the purpose of inquiring into and reporting on the best manner in which provision could be made for the extension of Simla. The Government of India agreed that this matter required immediate consider-

Letter to the Government of the Punjab,
No. 81, dated the 9th June 1898.

Letter from the Government of the Punjab,
No. 214-S, dated 14th June 1898.

Letter to the Government of the Punjab,
No. 95, dated the 21st June 1898.

ation and approved of the appointment of
a Committee in which the Government of
India, the Local Government, the Army
Head Quarters, and the Municipal Com-
mittee should be represented. At the same

time they suggested to the Local Government the questions which should be considered by the Committee, among which were the proposed extension of the water-supply, the improvement of the sewage and conservancy arrangements, and the provision of funds. The Committee, of which Mr. J. P. Hewett, I.C.S., C.I.E., Secretary to the Government of India in the Home Department, was

Report of the Simla Extension Committee, 1898.

the President, commenced its sittings at
the beginning of July 1898, and their

report, which was submitted to the Government of the Punjab in September 1898, is now under the consideration of that Government.

CHAPTER VII.

MEDICAL AND SANITATION.

Leprosy.—The question whether it would be possible and desirable for the State to take a more direct part in the prevention or treatment of leprosy in India,

was first taken into consideration by the Government of India many years ago and they issued a Resolution on the subject in 1888. A Leprosy Commission was in the winter of 1890-91 appointed by the English National Leprosy Fund to investigate the subject in India. The Report of the Commission was considered by a Committee consisting of members appointed by the National Leprosy Fund, the Royal College of Physicians and the Royal College of Surgeons. The Reports of the Commission and the Committee were very carefully considered by the Government of India in consultation with the best official and professional opinion in India, and their opinions and orders on the subject were

embodied in a Resolution, dated the 23rd March 1895. The following were the

main conclusions at which the Government of India arrived:—(a) that the extent to which leprosy is propagated in India by contagion is small; (b) that there is nevertheless complete unanimity in favour of the Commission's recommendation of the prohibition of lepers from pursuing certain trades and callings in municipal areas; (c) that, in deference to the sentiment of the community generally, steps should be taken to prevent mendicant lepers from obtruding their deformities in public in towns and cities; (d) that with reference to the recommendation of the Commission that Leper Asylums should be built near towns where they do not already exist, the Local Governments and Administrations should be called upon to determine to what extent additional accommodation will be required, how the cost of provision and maintenance shall be allotted among the local bodies, and whether such action would entail amendments of the existing law; (e) that competent medical authority should be consulted before action is taken in regard to lepers, and that "leprosy" should be defined for the purposes of legislation to be the stage of the disease when ulceration has begun, and (f) that there is no reason to dissent from the conclusion of the Commission that leprosy does not prevail in India to such an extent as to constitute a general or universal danger, and that the means most likely to conduce to its diminution are improved sanitation and better dietetic conditions. The Government of India considered that the legislation required to carry out their decisions should be effected in local Legislative Councils in the Provinces where they exist and for other Provinces by the Governor General in Council. A Bill had already been introduced into the Council of the Lieutenant-Governor of Bengal, and the Local Governments and Administrations were directed to take the subject into consideration. The Secretary of State for India, to whom a copy of the Resolution was forwarded, had no objections to

offer to the conclusions at which the Government of India had arrived. In

February 1898 an Act was passed by the Governor General in Council to provide for the segregation and medical treatment of pauper lepers and the control of lepers following certain callings. The Act is noticed in Chapter IX.

Investigations into the origin and causation of malaria and of the disease known as Kala-Azar.—Captain

Despatch to the Secretary of State, No. 54, dated the 30th June 1878, and enclosures.

L. Rogers was placed on special duty for a period of one year with a view to supplementing the inquiry which had been made by Major G. M. J. Giles, I.M.S., into the origin and causation of the disease known as Kala-Azar in Assam. Captain Rogers concluded that the theory of Major Giles that Kala-Azar is identical with ancylostomiasis is untenable, and formed the opinion that it is an intense contagious form of malarial disease and that the organisms generally accepted as the cause of malaria have, on account of continuous favouring circumstances, developed not only great disease-causing power but the quality of infectiveness either directly or indirectly. Major R. Ross, I.M.S., has since been placed on special duty under the Government of India in connection with the investigation of malaria and Kala-Azar. His investigations have so far had special reference to the theory of the propagation of malarial fever by the mosquito. The results already obtained by him are considered to be of great promise.

Establishment of a Pasteur Institute in India.—In March 1897 the Gov-

Despatch from the Government of India, to the Secretary of State, No. 11 (Sanitary), dated 17th March 1897.

ernment of India communicated to the Secretary of State a proposal made by the Central Committee of the Pasteur Institute of India for the establishment of an Institute to be utilized for the prevention and cure of rabies as well as other diseases, and for the investigation of tropical diseases especially prevalent in India. The Committee had reported that the sums subscribed amounted to some R90,000, with an annual subscription list of R9,000. The Government of India, while thinking that Government should not itself establish a Pasteur Institute in India, considered that it might assist private subscribers towards such an Institute by giving them the services of a commissioned medical officer as President, and by making liberal payments on account of soldiers who might be treated there. These proposals were accepted by the Secretary of State in May 1897, on

Despatch from the Secretary of State, to the Government of India, No. 77 (Revenue), dated 13th May 1897.

the understanding that it should be a condition of the grant of Government aid to the Institute that adequate precautions should be taken against causing avoidable pain to animals in any investigations that might be conducted. Further action has been suspended, pending consideration of a scheme for the foundation by the Native Princes of India of an Institute of Public Health for the scientific investigation of diseases prevalent in India.

Vivisection in India.—In August 1894 the Government of India replied

Despatch to the Secretary of State, No. 43 (Public Medical), dated 28th August 1894.

to a Despatch of November 1892 in which the Earl of Kimberley had suggested that legal powers should be taken in India to admit of conditions being imposed analogous to those required under the English Act of 1876, 39 and 40 Vict., Chapter 77, as to the persons by whom, and the regulations under which, experiments on living animals might be conducted. They informed the Secretary of State that they had consulted the Local Governments and Administrations upon a draft Bill prepared on the lines of the English Act, at the same time intimating to the Local Governments

and Administrations that they were disposed to accept the principle that legislation should be undertaken for the purpose indicated. The replies showed that there was no practice of experimenting in India such as to call for regulation by law, and that the proposed measure was met by the antivivisectionists with strenuous opposition, on the ground that the effect of legalizing vivisection is to popularize it. From the few notices on the subject which had appeared in the vernacular newspapers, it also seemed that any enactment of the nature contemplated was likely to be misunderstood by the people generally as giving a legislative sanction to cruelty. Having regard to these considerations, the Government of India thought that legislation on the subject of vivisection in India was unnecessary and undesirable at present, and accordingly did not propose to proceed further in the

Despatch from the Secretary of State, No. 167 (Revenue), dated 6th December 1894.

matter. This conclusion was accepted by the Secretary of State in December 1894, but His Lordship suggested that standing orders should be issued for the guidance of Government officers who might have to undertake physiological investigations of the kind under discussion for the public good. A set of draft

Despatch to the Secretary of State, No. 28 ^{Public} (Medical), dated 25th March 1896.

rules was accordingly prepared by the Government of India and circulated to the Local Governments and Administrations for opinion. The consensus of opinion was against the issue of any rules on the subject, and after a careful consideration of the question, the Government of India arrived at the conclusion that such rules were not required in India, and, if issued, would become public and be liable to be misunderstood. Lord George Hamilton accepted the view of

Despatch from the Secretary of State, No. 57 (Revenue), dated 21st May 1896.

Circular to Local Governments and Administrations, Nos. ^{15 Medical} 545 552, dated 30th June 1896.

the Government of India that, at the present time, it is not desirable to issue rules regarding vivisection, but suggested that the question of prescribing rules might be taken up again if the necessity arose.

Administration of Lunatic Asylums.—In August 1894 Mr. A. H. L. Fraser, I.C.S., and Lieutenant-Colonel C. J. H. Warden, I.M.S., two members of the Hemp Drugs Commission, submitted to the Government of India a note on the administration of Lunatic Asylums in India based on information gathered when on tour with the Commission. The conclusions to which the note pointed were (1) that mental disease was not always systematically or sympathetically treated in Indian asylums; (2) that the management of lunatics within the asylums was left too much to subordinates, and (3) that sufficient attention was not paid to the classifications of the lunatics. These defects appeared to be attributable in a great measure to (a) bad buildings; (b) the system under which the charge of a lunatic asylum was a minor part of the work of a Civil Surgeon instead of the work of a full-time officer; (c) the fact that the subordinate establishment was not good, and (d) the omission of medical officers, superior and subordinate, to make a special study of insanity. The question of remedying these defects has been considered in communication with the Local Governments and Administrations. It has been decided that where practicable the minor asylums in each Province should be amalgamated with one of the larger ones, and that a whole-time officer should be appointed to the charge of such asylums. In working out this scheme it has been borne in mind that lunatics should not be confined at places distant from their homes, where the language and custom may differ from that to which they are used. Steps are

also being taken to increase the facilities for the study of insanity and to impart instruction in the subject to the subordinate agency in asylums.

Presidency General Hospital, Calcutta.—In February 1897 the Govern-

Letter from the Government of Bengal, No. 584 (Medical), dated 5th February 1897, and enclosures.

ment of Bengal submitted copies of correspondence relating to the condition of this hospital, and represented the urgent

necessity for reconstructing the greater portion of the existing buildings. The Lieutenant-Governor requested that a sufficient allotment might be made in the Provincial Contract to enable these pressing and long-deferred reforms to be carried out within the next five years. The Government of India concurred

Letter to the Government of Bengal, No. 213, dated 27th March 1897.

with the Government of Bengal that the reconstruction of the hospital was neces-

sary, and approved generally of the scheme accepted by the Local Government. Financial exigencies prevented them from making at that time any addition to the assignment to Provincial Revenues on account of the work. Subsequently the Secretary of State sanctioned an estimate of 22 lakhs of rupees for the reconstruction of the buildings, and the Government of India promised that half the expenditure up to a limit of ten lakhs should be borne by Imperial Revenues.

In January 1898 the Government of Bengal represented that for the better

Letter from the Government of Bengal, No. 44 (Medical), dated the 5th January 1898.

Telegrams to the Secretary of State, No. 718-Ex., dated the 9th February 1898, and No. 942-Ex., dated the 22nd February 1898.

Telegram from the Secretary of State, dated the 22nd February 1898.

Despatch to the Secretary of State, No. 69 (Finance and Commerce), dated the 3rd March 1898.

Telegram from the Secretary of State, dated the 4th April 1898.

management of the hospital it was essential that the officer appointed to the post of Superintendent should live on the premises and should be debarred from all but consulting practice. In order that the services of a suitable officer should be procurable, the Local Government suggested

that the pay of the appointment should be raised to R1,800 rising to R2,000 a month. The Government of India supported these proposals to the Secretary of State, and Lord George Hamilton sanctioned a fixed salary of R1,800 a month. The Government of Bengal made a report to the Government of India

Letter from the Government of Bengal, No. 548 (Medical), dated the 27th September 1898.

in September 1898 describing the steps being taken to improve the details of

management. The matter had been carefully considered by a representative Committee, and reforms were being prosecuted in accordance with their suggestions.

War Reserve of Military Assistant Surgeons.—This subject has engaged the attention of the Government of India since July 1887, when the then Surgeon-General of Her Majesty's Forces in Bengal brought to notice the fact that the reserve of Medical Warrant Officers was inadequate, and inquiries were made as to how far it would be possible to employ officers of that class in the Civil Department in time of peace. On a consideration of the then requirements of the field medical organization, the Local Governments and Administrations were asked to consider the possibility of finding employment for 128 officers of the Warrant Medical Officer class. Difficulties were experienced in devising a method by which such a large number of Medical Warrant Officers could be absorbed in the Civil Department without seriously interfering with the legitimate aspirations of the Native Assistant Surgeons employed under the Local Governments. In 1892 a fresh scheme was laid before the Government of India by the Principal Medical Officer with Her Majesty's Forces in India, and

the Surgeon General with the Government of India. The main features of the scheme were :—(1) the removal of the limit of 20 per cent. on the number of Medical Warrant Officers to be employed in the Civil Department, the object being to employ as many as might be required ; (2) to second as supernumeraries those so employed and to fill their places in the Military establishment by fresh promotions and fresh appointments ; and (3) to rule that those seconded could not claim re-transfer to the effective list unless suitable appointments could be found for them. So far as the Civil Department was concerned the scheme contemplated that the Medical Warrant Officers in Civil employ would be employed at Civil rates of pay, would occupy all the List II, and as many as possible of the List III, posts specified in Home Department Resolution No. 17-481—94, dated the 31st April 1884, and would also be employed as Deputy Superintendents of Lunatic Asylums and on State and Guaranteed Railways. These proposals were put to the Local Governments and Administrations in a Circular of May 1892, and the requirements of the Military service having been reconsidered, they were asked to provide work for a total of

* Less a few reserved in Departments directly under the Government of India.

155* Medical Warrant Officers, instead of for 96 who were at the time in Civil

employment. In their replies to the Circular of 1892 the Local Governments and Administrations expressed their general willingness to carry out the scheme and provide the necessary appointments. In October 1895 another Circular was addressed to the Local Governments and Administrations discussing some finan-

Circular to Local Governments and Administrations, No. ²⁵ ^{Medl} ₈₁₀₋₈₁₉, dated the 31st October 1895.

cial and other details of the proposals.

They were also asked to employ a total reserve of 12 men on the number previously decided on. The replies of the Local Governments and Administrations accepted the further proposals. For various reasons the total number of appointments included in the lists of appointments to be reserved for Military Assistant Surgeons fell somewhat short of the desired number of 155. The scheme could, however, only be introduced gradually, and it was not apprehended that in the end the full 155 appointments would not be available. It was recognized from the outset that a main difficulty in the way of the scheme was the necessity for not interfering with the legitimate aspirations of the Civil Assistant Surgeons. The improvement of the prospects of this class of officers has been under special consideration, and arrangements have been made under which it will be possible both to maintain the war reserve of Military Assistant Surgeons and to secure the reservation of a sufficient number of suitable appointments for the higher grades of the Civil Assistant Surgeons. Another recognized difficulty is the grave inconvenience caused to the Civil Department by the withdrawal of large numbers of medical officers for military duty in time of war. This inconvenience was felt to a special degree during the frontier operations of 1897. The matter is at present under the consideration of the Government of India from this aspect. A result of the combined schemes for maintaining an adequate war reserve of Military Assistant Surgeons and improving the prospects of Civil Assistant Surgeons will be the gradual extinction of the class of Uncovenanted Medical Officers.

Improvement of the position of Civil Assistant Surgeons.—The constitution of the Medical Services in India did not fall within the scope of the inquiries of the Public Service Commission. The portion of the Civil Medical Service officered by Assistant Surgeons occupied practically the same position in respect of pay as at the time of its first constitution as a regular Government service in 1849. But of recent years the opportunities offered to natives of India,

educated in medicine according to European methods, of earning a living by private practice without entering Government service have much increased, and, consequently, members of the service had some reason to be dissatisfied with their prospects and recruits were hard to obtain. Accordingly, when in February 1895 the Government of Bengal submitted definite proposals for the improvement of the position and prospects of Civil Assistant Surgeons in that Province, the Government of India at once took up the question, not only in

Despatch from the Government of India, to the Secretary of State, No 16 (Finance and Commerce), dated the 27th January 1898

Despatch from the Secretary of State, to the Government of India, No 72 (Public), dated the 19th May 1898

Resolution of the Government of India, Nos 1140—50, dated the 22nd August 1898

regard to Bengal, but for the whole of India. After consulting the other Local Governments and Administrations, the Government of India, in January 1898, placed before the Secretary of State the

following proposals, which were subsequently sanctioned:—(1) that in future Assistant Surgeons should not, except as a punishment, be placed on unemployed pay, which is the rate of pay received by an Assistant Surgeon in certain provinces while he was supernumerary and without a definite appointment; (2) that there should be a senior grade of Civil Assistant Surgeons on R300 a month, calculated at 10 per cent. of the total strength of the service, Assistant Surgeons appointed to the charge of Civil stations being excluded from the percentage; and (3) that a certain number of Civil Surgeoncies should be reserved for Civil Assistant Surgeons, and that when holding these appointments permanently, they should receive a consolidated salary of R350—30—500 a month. At present the reservation of 19 Civil Surgeoncies has been sanctioned, and it is hoped that arrangements will be made to increase this number to 28.

Improvement of the position of Civil Hospital Assistants.—In 1894 the Government of India considered a proposal to create a class of Senior Hospital Assistants on R80 a month in the Civil Branch of the Medical Service. The proposal was generally approved by the Local Governments and Administrations, but it was found necessary, owing to financial exigencies, to postpone its adoption. In July 1896 the Local Governments and Administrations were again

Circular to Local Governments and Administrations No. $\frac{17-11(1314)}{596-604}$, dated the 14th July 1896.

addressed upon the subject with reference to an alternative scheme for the improvement of the prospects of Civil Hospital

Assistants which had been submitted by the Director General of the Indian Medical Service. The main features of the scheme were the formation of a senior grade on R70 a month and the reduction of the period of service in each grade from seven to five years. The Local Governments and Administrations were also consulted on a further suggestion of the Director General that, with the view of improving the quality of the service generally, admission to the Department should in future depend on the possession of a certain standard of English qualifications. In their replies the Local Governments and Administrations (except the Government of the North-Western Provinces and Oudh) accepted generally the scheme for re-grading the service, and the proposal that English qualifications should be required for admission to it. In several Provinces such a rule had already been enforced. The matter is still under the consideration of the Governor General in Council.

Reorganization of the Chemical Examiner's Department.—Formerly the work of the Chemical Examiners of the Local Governments was mainly of a medico-legal character, but since the introduction of the Merchandise Marks Act and the Petroleum Act they have been called upon to perform additional duties

of great commercial importance requiring scientific knowledge and experience; other demands of varied and important character are also, at the present time, frequently made on them. The maintenance of a well-trained and experienced staff has therefore become of paramount importance. Various schemes have from time to time been considered for the recruitment and training of Chemical

Despatch to Secretary of State, No. 141 (Finance and Commerce), dated 9th June 1896.

Despatch from Secretary of State, No. 2 (Revenue), dated 7th January 1897.

Despatch to Secretary of State, No. 273 (Finance and Commerce), dated 14th October 1897.

Despatch from Secretary of State, No. 142 (Public), dated 2nd December 1897.

Resolution of the Government of India, Nos. 157—69, dated 11th February 1898.

Examiners and for improving the conditions of their service. In December 1897 the Secretary of State finally sanctioned a scheme put forward by the Government of India, which provides that a junior officer of the Indian Medical Service shall be kept under training for a period not exceeding two years in the Chemical Examiners' Laboratory at Calcutta, Madras or Bombay so as to provide a reserve of trained officers to fill temporary or permanent vacancies. At the same time the pay of the Chemical Examiners in Madras, Bombay, Bengal and the Punjab was raised from R700 rising to R1,250 to R800 rising by annual increments of R50 to R1,400 a month.

Training of Medical Officers in bacteriological work.—In December 1898

Despatch to the Secretary of State No. 9, dated 12th January 1899, the Government of India recommended to the Secretary of State that, in order to supply the great and growing demand in India for medical officers with special training in modern methods of pathological and chemical research as applied to problems of hygiene, an officer of the Indian Medical Service should always be posted to the Army Medical School at Netley as Assistant to the Professor of Pathology, in whose laboratory he would work and study.

Extended use of indigenous drugs.—In consequence of a suggestion made

Resolution No. 24 Medical, 793—819, dated the 31st October 1895.

by the Indian Medical Congress held at Calcutta in December 1894, the Government of India appointed a Committee to consider the question of extending, in a practical way, the use of indigenous drugs. The Committee were particularly asked to consider the practicability and utility of—(a) encouraging the systematic cultivation of medicinal plants indigenous to India; (b) encouraging the increased use in Medical Depôts of drugs of known therapeutic value, and (c) sanctioning the manufacture of stable preparations of certain drugs at the depôts. The Government of India desired that the Committee should express their opinion as to the action which would be best calculated to give the suggested encouragement, and that they should consider, from a practical point of view, the question of initiating, as a Government measure, experiments to test the reputed therapeutic value of indigenous drugs. The Committee submitted a preliminary report in May 1896. They did not find themselves in a position to report definitely on any of the specific questions referred to them, and recommended the appointment, as a preliminary measure, of Local Committees to institute inquiries and report the results to the Central Committee. The Government of India agreed that the inquiry entrusted to the Committee appointed under the Resolution of the 31st October 1895, should be further prosecuted in the manner suggested; and they directed the Local Governments and Administrations to assist in carrying out the scheme by appointing Local Committees.

Resolution No. 18 Medical, 643—661, dated the 31st July 1896.

Supply by Government Medical Store Depôts of medicines and appliances to local medical institutions.—In March 1898 the Government of India recon-

Resolution Nos. 380—393, dated the 26th March 1898.

sidered the orders of 1888, by which medical institutions independent of the Government were deprived of the privilege of indenting upon the Government Medical Store Depôts. A number of medical institutions had from time to time been exempted from those orders, and several applications for similar exemption had been received by the Government of India. The Government of India considered that the concession might be extended, and they decided that, subject to certain conditions, the Local Governments and Administrations should be empowered to authorize any institutions within their respective jurisdictions to obtain their supply of medicines, etc., from the Government Medical Store Depôts.

Sale of quinine to the poorer classes in India.—The system of selling

Letter from the Chief Commissioner, Central Provinces, No. 970, dated the 13th February 1895.

Letter to the Chief Commissioner, Central Provinces, No. 194, dated the 29th March 1895.

Letter from the Government of Bengal, No. 36 T. M., dated the 7th May 1895

Letter to the Government of Bengal, No. 460, dated the 4th July 1895

Letter from the Chief Commissioner of Assam, No. ¹⁴/₃₀₂₈ & S. G., dated the 15th May 1896.

Letter to the Chief Commissioner of Assam, No. 612, dated the 15th July 1896

Letter from the Government of Burma, No. 502—5-X.—1, dated the 14th August 1897.

Letter to the Government of Burma, No. 1327, dated the 25th October 1897.

quinine through the agency of the Post Office was extended to Berar and Baluchistan. It was also extended to the Northern Divisions of the Central Provinces, to all Post Offices in Assam, and, except in certain large towns, to all the Post Offices in Bengal and Burma, which had hitherto remained outside the scheme. It was suggested to the Chief Commissioner of the Central Provinces that quinine should be purchased in bulk and made up in the jails in packets of 5 grains

each for sale at one pice per packet. A suggestion was also made to the Chief Commissioner of Assam, with a view to popularising the sale, that a certificate should be enclosed in the packets to the effect that the medicine is a pure Government drug, and also a paper of directions as to the manner in which and the times at which, it should be taken. In the Punjab a scheme similar to that in force in Bengal was sanctioned for trial in the plains districts of the Delhi Division.

Reorganization of the Sanitary Department in India.—At the Indian Medical Congress, held in Calcutta in December 1894, a discussion took place upon the need for a sanitary service for India. In connection therewith the Government of India took into consideration the question of the constitution and work of the Sanitary Department, and, in a Resolution, dated 26th October

Resolution of the Government of India, No. ¹¹/_{8.3-320} Sanitary, dated the 26th October 1895.

1895, sketched the general lines upon which the efficiency of the Department might be improved. The following were

the principal suggestions contained in the Resolution :—(1) The improvement of the subordinate officers of the Department employed in rural areas and their instruction in elementary hygiene. It was suggested that the members of the staff should be selected from the general body of Assistant Surgeons and Hospital Assistants. (2) The appointment of health officers in towns. (3) The appointment of the Civil Surgeon to be the head of the district organization in vaccination and sanitary as well as in medical matters, an Assistant Surgeon being provided, if necessary, as his Personal Assistant. (4) Other matters affecting the general administration of the Sanitary Department. These suggestions were circulated to the Local Governments and Administrations for consideration. The replies disclosed considerable variety of opinion. The Government of Bengal accepted the proposals in their entirety and put forward a complete scheme for the reorganization of the Department on the

lines suggested by the Government of India. The Governments of Madras and the Punjab, on the other hand, were generally opposed to any scheme for the entertainment of a trained agency for the improvement of sanitation in rural areas, on the ground that it would result in the harassment and discontentment of the people. These considerations did not affect the proposals for the improvement of urban sanitation but it was feared that in towns the expense would sometimes prove an obstacle. In reviewing the replies the Government of India, though of opinion that much has yet to be achieved in the

Resolution of the Government of India,
Nos. 671 683, dated the 26th March 1898.

matter of sanitary reform, and that for effective progress an improved agency is necessary, recognized the strong aversion with which the rural population regard any interference with the habits and ways of their daily life, and accordingly desired the Local Governments and Administrations, while persisting in the course of sanitary reform, to use extreme caution and patience in the measures to be taken so as to avoid all likelihood of harassing the people or of exciting popular prejudice against the Department and the cause of sanitation. It appeared to the Government of India that the gradual substitution of medical officers with a training in hygiene to be Inspectors of Vaccination and Sanitation in the place of the untrained officers who then held the posts of Inspectors in the Vaccination Department, and the extension and improvement of general instructions in hygiene, were steps in the direction of progress which could safely be taken. The replies showed that the improvement of urban sanitation was engaging the careful attention of all the Local Governments and Administrations. In view of the opinions which had been expressed, the Government of India did not insist on the appointment of Health Officers by Municipalities or groups of Municipalities; but expressed the opinion that Municipalities should be encouraged to create such appointments. They stated that they attached great importance to the Civil Surgeon taking an active interest in the sanitation of his district, and approved the principle, which had been adopted everywhere, except in Bombay, that the Civil Surgeon should be the head of the district organization in vaccination and sanitary matters. The Governor General in Council was of opinion that the subordination of the Sanitary Commissioner to the Head of the Medical Department in the Province would be a useful change, and approved its being made by the Governments of Bombay, Bengal, the North-Western Provinces and Oudh and the Punjab, which had assented to the proposal. It was observed, however, that the independent powers of initiative of the Sanitary Commissioner should be carefully preserved

Rural sanitation in India.—In March 1894 the Government of India

Despatch to Secretary of State, No. 8 (Sanitary), dated the 28th March 1894.

communicated to the Secretary of State their views on the suggestion made by Miss Florence Nightingale and certain members of the Indian Committee of the last International Congress of Hygiene and Demography that reasonable sanitary improvements in villages should be regarded as a first charge on village cesses. The Government of India pointed out that village sanitation in India is a matter which requires to be handled with very great caution, and that the habits and prejudices of the people must be most carefully considered in taking action to improve it. The people, it was stated, are rapidly growing in the appreciation of the benefits of good communications, elementary education and medical relief, which they regard as much more desirable than sanitation, and local funds cannot be drawn from these objects

without producing great and universal dissatisfaction. For these reasons the Government of India, agreeing with local authorities generally in India, were opposed to any general schemes for the improvement of village sanitation, such as that put forward. Whilst admitting that much remained to be done they observed that progress was being made, and they promised, as opportunity offered, to impress upon the Local Governments and Administrations that sanitation in its simpler form of a pure water-supply and simple latrine arrangements should be regarded as having to some extent a claim upon provincial revenues.

Despatch from Secretary of State, No. 61 (Revenue), dated the 10th May 1894.

Circular letter to Local Governments and Administrations, No. $\frac{4}{83-93}$, dated the 8th March 1895.

These views, which were approved by the Secretary of State, were communicated to Local Governments and Administrations in July 1894. In the follow-

ing year the Government of India directed the introduction into selected villages of a system of maintaining "Village Sanitary inspection books" and "Village note books," with the object of having a permanent record of the sanitary history of each locality for the information and guidance of officers of the district staff visiting the village on tour. In November 1897 the adoption in the Bombay Presidency of a modified form of these suggestions was approved by the Government of India. A further impetus was given to the cause of rural sanitation in the orders passed on the discussion on the reorganization of the Sanitary Department noticed above.

Registration of vital statistics.—In June 1894 the Government of India

Resolution No. $\frac{2\text{-Sanitary}}{106-117}$, dated the 18th June 1894.

reviewed the progress made since the year 1882 in registering births and deaths by comparing the figures shown in the registration returns with those furnished at the census of 1891. After making such allowance as was possible on account of emigration and immigration, the comparison resulted in the broad conclusion that in the North-Western Provinces and Oudh the registration of births and deaths had been performed with an approach to accuracy, whilst in the Central Provinces, the Punjab and the Hyderabad Assigned Districts the work had been fairly well done; that the Provinces of Bombay, Madras and Assam came a long way behind these four Provinces as regards the sufficiency of the returns, and that in Burma there had been very great inaccuracy. The circumstances of Bengal, it was observed, were peculiar: no village agency existed there, and for this reason, until 1892, births had not been registered outside towns. On the whole, the Government of India considered that there had been since 1881 a gradual, if slight, improvement in the registration of both births and deaths throughout the areas in which they were registered. They were, however, of opinion that much greater improvement ought to be expected, especially in the Provinces of Madras, Bombay and Bengal, and in

Letter from the Government of Madras, No. 477, dated the 21st September 1896, and enclosure.

Letter from the Government of Bombay, No. 3566, dated the 27th August 1895, and enclosure.

Letter from the Government of Bengal, No. 4953-S., dated the 19th December 1896.

Letter from the Government of the North-Western Provinces and Oudh, No. 31, dated the 30th January 1895, and enclosure.

Letter from the Government of the Punjab, No. 193, dated the 18th April 1896.

Letter from the Chief Commissioner of Burma, No. 374-S-Z.—9, dated the 15th February 1895, and enclosure.

Letter from the Chief Commissioner of Burma, No. 577-S-Z.—8, dated the 30th October 1895, and enclosures.

Burma. The Government of India considered that the success which had been attained in some parts of India, compared with the failure in others, showed that the problem of accurate registration was not insoluble if sustained attention were devoted to it. They accordingly, in view of the great importance on the subject, desired each Local Government and Administration to consider carefully its existing machinery for the collection and

Letter from the Chief Commissioner, Central Provinces, No. 3377, dated the 1st May 1895, and enclosure.

Letter from the Chief Commissioner of Assam, No. ^{156-M. and S.}_{7969-G.}, dated the 29th November 1894.

Letter from the Chief Commissioner of Coorg, No. ¹⁵⁸⁹₂₂₄₋₈₆, dated the 18th August 1894.

Letter from the Resident at Hyderabad, No. 184, dated the 26th June 1895, and enclosure.

improvements are being made in the various Provinces.

Amendment of the Indian Ports Act, 1889, and repeal of the Indian Quarantine Act, 1870.—In the year 1879 the Government of India issued a general Resolution explaining the principles that should govern the imposition of quarantine. It was stated that a system of medical inspection was sufficient to meet the case of all vessels arriving with persons suffering from any disease which is endemic in India, and that quarantine should be reserved for occasions when there is danger of diseases being imported which are either unknown or not commonly rife in India. With the Resolution were issued two sets of model rules: one set (the A rules) for medical inspection which might remain continuously in force; and the other set (the B rules) for quarantine, only to be issued as a temporary measure when the occasion should arise. The model B rules are now antiquated and have been replaced by rules issued under the Epidemic Diseases Act in accordance with the principles laid down in the Venice Convention. In the year 1889 the Government of Madras made certain proposals for the amendment of the A rules. The proposals were forwarded to the Maritime Local Governments for opinion. In their reply the Bombay Government stated that they had already prepared draft rules which they submitted to the Government of India for sanction. At the same time they stated that the rules had not the force of law and asked that the defect might be remedied by legislation. The Government of India approved of the rules, and, recognizing that neither the model A rules nor the rules adopted by the Government of Bombay could be enforced under the Quarantine Act, suggested that the rules should be issued by the Government of Bombay under section 6, clause (p), of the Indian Ports Act. The Government of Bombay did this, but it was found that the expedient did not entirely overcome the legal difficulty, as the Ports Act did not cover some of the necessary provisions. In February 1895 the Government of Bombay submitted to the Government of India a draft having for its

Letter from the Government of Bombay, No. 446, dated 5th February 1895, and enclosures.

matters it was desirable to deal with in connection with the medical inspection rules. The Government of India consulted the other Maritime Local Govern-

Circular to the Governments of Madras and Bengal and the Chief Commissioner of Burma, Nos. 135-137, dated 21st May 1895.

Letter to the Government of Bombay, No. 138, dated 21st May 1895.

suggestions they might desire to make regarding the scope and extent of the rules. A further report was

Letter from the Government of Madras, No. 235 (Marine), dated 3rd August 1895.

Letter from the Government of Bombay, No. 1299, dated 18th March 1896, and enclosures.

Letter from the Government of Bengal, No. 148-T. (Marine), dated 28th August 1895.

Letter from the Chief Commissioner of Burma, No. 193-3-Z-3, dated 11th February 1896.

desirable to legislate on the lines

collation of vital statistics, and to report what improvements were possible, and how it was proposed to give effect to them. The replies received from the Local Governments and Administrations showed the directions in which efforts towards im-

object the amplification of clause (p) of section 6 of the Act so as to include all matters on the project and asked for a report as to how the rules in force in the ports situated in those Provinces had been found to work, and generally for any also called for from the Government of Bombay. The replies of the Governments consulted showed that, although the existing rules in force in the several Provinces appeared, on the whole, to have worked satisfactorily, there was a general consensus of opinion that it was indicated by the Government of Bombay.

The Government of India were inclined to agree in this view and caused a draft Bill to be prepared. This draft Bill was circulated to the

Circular to the Governments of Madras, Bombay, Bengal and Burma, Nos. 1856—59, dated 21st July 1897, and enclosure. Maritime Governments, who were asked to obtain and submit, with their own remarks, the opinions of the Chambers of

Commerce, the Port Trust and other Trade Associations in the matter. After considering the replies of the Local Governments the Government of India caused a fresh draft Bill to be prepared enlarging the scope of section 6 (p) of the Indian Ports Act so as to empower Local Governments to frame rules dealing with the medical inspection and quarantine of vessels and the treatment of the persons and cargo on board. The combined provisions of this Bill and of the Epidemic Diseases Act, 1897, rendered unnecessary the provisions of the Quarantine Act of 1870. The draft Bill, therefore, provides for the repeal of that

Despatch to the Secretary of State, No. 33, dated 29th December 1898. Act. A reference regarding the draft Bill has been made to the Secretary of State.

Pilgrim Traffic Regulations for Turkish waters.—While the Report of the Departmental Committee appointed in England to consider the Code of Regulations prepared by the Government of India for the sanitary control of the pilgrim traffic from India to the Hedjaz was under the consideration of the Government of India, an International Sanitary Conference was convened at Paris by the French Government in February 1894 to consider especially the best means of preventing the spread of cholera westwards by way of the Red Sea and the Persian Gulf. The delegates of Her Majesty's Government signed the Convention framed at this Conference subject to three restrictions regarding the minimum space to be allotted to each pilgrim on board the ship, the obligation to be laid on pilgrims to have sufficient means for the journey, and the arrangements to be followed in

Despatch from the Secretary of State, No. 72 (Revenue), dated the 7th June 1894, and enclosures. the Persian Gulf. In June 1894 the

Secretary of State forwarded a copy of the Convention, and directed that the Indian Pilgrim Regulations should be revised, as soon as possible, so as to comply with the provisions of the Convention subject to the three reservations. In September 1894 the Government of India de-

Despatch to the Secretary of State, No. 12 (Sanitary), dated the 11th September 1894. murred to some of the conclusions embodied in the Convention, as they had

previously expressed views contrary to these conclusions, and urged that the Convention should not have been concluded until they had been allowed an opportunity of considering the matter in detail. In the following November

Despatch from the Secretary of State, No. 164 (Revenue), dated the 29th November 1894. the Secretary of State explained the

circumstances which rendered previous reference to the Government of India impossible, pointed out the advantages which the Convention gained for the pilgrim, and requested that early steps might be taken to bring the Indian Law and the Indian Pilgrim Traffic Rules into accordance with the Convention so far as it was accepted and ratified by Her Majesty's Government. In compliance with these orders the Government

Despatch to the Secretary of State, No. 12 (Sanitary), dated the 14th October 1896. of India in October 1896 forwarded to the Secretary of State copies of certain

Notifications bringing into force the Pilgrim Ships Act, XIV of 1895, from the 6th October 1896, and publishing rules under the Act as finally approved by them. In February 1897 Her Majesty's Government, in view of strong representations from Foreign Governments, ratified the Paris Convention subject to reservations on the same three points as before. At the same time they agreed

to raise the minimum space on the 'tween-decks provided for each adult pilgrim from 12 to 16 square feet. The ratification necessitated some further modifications in the rules under the Pilgrim Ships Act. These were made in June 1897 and communicated to the Secretary of State in the following month. The Venice Sanitary Convention of 1897, which was framed to guard Europe against an invasion of plague, repeated the Pilgrim Traffic Regulations of the Paris Sanitary Convention with some alterations in the direction of the views of the Government of India.

Despatch to the Secretary of State, No. 19 (Sanitary), dated the 21st July 1897.

CHAPTER VIII.

THE PLAGUE.

Preliminary Remarks.—The correspondence and reports connected with the plague are so voluminous that it is impossible in a brief sketch to do more than give a bare outline of the subject and a reference to the more important of the papers. Nothing more is attempted in this Chapter. The papers alluded to in it are entered and numbered in a list appended to the Chapter. A detailed narrative of events connected with the plague has been given to the Secretary of State in a series of periodical despatches. These despatches are the first papers Papers Nos. 1 to 27. included in the list. The enclosures are not given, the more important among them being included separately under their appropriate heads. An account of the plague up to the end of 1897 has been given in a "Report on the Plague in India, 1896, 1897," published by the Government of India in the Home Department.

Extent and course of the plague.—Plague broke out in the City of Bombay during the rainy season of 1896. It has not been ascertained whence the infection was introduced. Up to the end of October 1898 over 1,42,000 deaths from plague were reported, and this figure is no doubt short of the actual number. Over 29,000 of the reported deaths occurred in Bombay City, and over 1,07,000 in the rest of the Bombay Presidency and Sind. The number of reported deaths in the Punjab was just over 2,000, and in each of the Hyderabad and Mysore States over 1,300. In Calcutta the reported mortality was a little over 180, in both the Sirohi State of Rajputana and the Saharunpur District of the North-Western Provinces about 150 and in the Madras Presidency over 100. A brief epidemic in the Gwalior State of Central India resulted in about 50 deaths. Nearly 75 deaths occurred in other places, most of which were imported and sporadic cases. The mortality was most severe in March and April 1897, from November 1897 to March 1898, and again from September 1898 onwards. In each year the epidemic has declined in the dry hot weather, risen again in the rainy season, and gained strength during the progress of the cold weather. The parts of the Bombay Presidency besides the City of Bombay which have suffered most are the towns of Poona, Surat, Cutch Mandvi, Sholapur, Dharwar, Hubli, Belgaum, Karachi and Sukkur; the districts of Thana, Ratnagiri, Kolaba, Satara, Poona, Sholapur, Nasik, Surat, Belgaum, Dharwar and Ahmednagar; and the Native States of Baroda, Cutch, Kolhapur, Kathiawar, Bhore and Palanpur. There was also a virulent epidemic in the small Portuguese possession of Daman. The other parts of India which have been attacked are the western part of the Hyderabad State, the State of Mysore, several districts of the Madras Presidency, parts of the Jullundur and Hoshiarpur Districts in the Punjab, the town of Hardwar and its neighbourhood in the Saharunpur District of the North-Western Provinces, the Sirohi State in Rajputana and the town of Calcutta. During the first period of the disease (September 1896 to June 1897) the principal seats of the epidemic were the Konkan Coast, Poona, Cutch and Sindh. During the second period (July 1897 to June 1898) the disease was very widespread in the Bombay Presidency and extended with special virulence to the Deccan Districts. Karachi and Kotri were the only places affected in Sindh. This period included outbreaks in the Punjab, the North-Western Provinces and the Hyderabad State. The third period of the disease (from July 1898) commenced with a very severe outbreak

in the Southern Districts and States of the Bombay Presidency (Belgaum, Dharwar and Satara Districts and Kolhapur State). Thence the disease spread to Bangalore City and Station, to other parts of the Mysore State and to several places in the Madras Presidency. The disease also continued in the Hyderabad State, and to a small extent in the Punjab. In Calcutta cases began to occur in April 1898, but the disease failed to establish a footing in the City and died out before the end of September. In November 1898 an outbreak began in the Wardha District of the Central Provinces.

General Remarks on Plague Administration.—When plague became epidemic in Bombay and Karachi and showed a tendency to spread to other places, the ordinary provisions of the law were found to be inadequate to enable the necessary precautions to be adopted. A Bill “to provide for the better prevention of the spread of dangerous epidemic disease” was therefore introduced in the Council of the Governor General on the 28th January 1897, and was passed into law as the Epidemic Diseases Act (III of 1897) on the 4th February. The Act is a brief enabling Act of four sections. It empowers the Governor General in Council, when satisfied that India or any part thereof is visited by, or threatened with, an outbreak of any dangerous epidemic disease, to take special measures over and above those permissible under the ordinary law, with the object of preventing the outbreak of such disease and the spread of it, and further authorizes the Governor General in Council by general or special order to direct that the powers conferred by the Act may also be exercised by any Local Government or Administration with respect to the territories administered by it. By a Home Department Notification of the 4th February 1897 the Governor General in Council directed that the appropriate powers conferred by the Act might be exercised within their respective territories by the different Local Governments and Administrations in British India, and by notifications issued in the Foreign Department the Agents to the Governor General were also empowered to issue regulations under the Act both in respect of parts of British India under their charge and in respect of territories in India under the administration of the Governor General in Council which are not parts of British India. The Government of India have themselves from time to time issued regulations under the Act in respect of matters in which Imperial interests were involved or action had to be taken by Departments under their direct control, but their object in delegating the powers conferred by the Act to Local Governments was to avoid hampering them in action taken by them to prevent the outbreak or spread of the plague, and to admit of the regulations under the Act being adapted, so far as this is possible without preventing them from being effective, to local conditions and so as to respect local prejudices. Copies of all the regulations issued by the Local Governments and Administrations have been communicated as they were issued by the different Local Governments and Administrations to the Governor General in Council for information, and under the orders of His Excellency in Council they have been examined on their receipt, and in any case in which they have been found to be in conflict with the general principles which have guided the Government in dealing with the plague the Local Government or Administration concerned has been requested to cancel or modify them. The Epidemic Diseases Act and the main orders and regulations issued under it by the Governments of Bombay, Madras, Bengal, the North-Western Provinces and Oudh and the Punjab are reproduced in the compilation marked No. 28 in the list of papers appended to this Chapter. The

compilation is divided under different heads according to the subject-matter of the regulations, and the index prefixed to it affords a guide to the contents of the documents. Other Local Governments and Administrations have issued regulations which are on the same lines as the regulations of the Local Governments contained in the compilation.

It was not until February 1898, when much experience had been gained in the Bombay Presidency and elsewhere of the best way to deal with the plague, that the Government of India themselves issued a Resolution laying down the general principles that should be followed in plague administration. The Resolution dealt mainly with general organization, the detection of plague cases, the segregation of the sick and of persons who have been in immediate contact with the sick, preventive inoculation, disinfection, land quarantine and measures to prevent the spread of infection by land. Appended to the Resolution is a set of rules devised by Surgeon-General Cleghorn, late Director-General of the Indian Medical Service, and Mr. Wingate, Plague Commissioner under the Government of Bombay, for preventing the outbreak and spread of plague. These rules were promulgated by the Government of Bombay and accepted by the Government of India subject to certain remarks contained in the Resolution. In August 1898 the Government of India issued a supplementary circular modifying certain of the regulations of the Resolution of February in the light of later experience. In India the customs and prejudices of the people offer a more or less important obstacle to the adoption of the measures which have been found best adapted to check the virulence and spread of plague. The difficulties in the way of enforcing arrangements for the detection of cases of plague, the segregation of the sick and of those who have been in contact with the sick, and the evacuation and disinfection of infected houses and localities were recognized from the outset and every effort was made to overcome the objections of the people by enlisting the sympathy and aid of the leaders of the communities, by encouraging and aiding the establishment of private and caste hospitals, by showing every care for the privacy of females, and by paying all possible respect to religious and social customs. Notwithstanding these precautions the people showed themselves in many places deeply opposed to the enforcement of the regulations, and in several instances this opposition culminated in outbreaks of violence.

Paper No. 29.

Paper No. 30.

In May 1898 the Lieutenant-Governor of the Punjab informed the Government of India that he did not consider that the plague precautions could be carried out in their entirety in the city of Jullundur where plague had spread to that city. About the same time Surgeon-General Harvey, Officiating Director-General of the Indian Medical Service, presented a Note to the Government of India on the general subject. The Government of India then addressed a confidential circular to certain of the Local Governments and Administrations asking for their views, and at the same time caused a conference to be held at Simla between representatives of the Governments of the North-Western Provinces and Oudh and the Punjab, the Officiating Director-General of the Indian Medical Service and the Secretary to the Government of India in the Home Department. After considering the memorandum submitted by the Conference and the replies of the Local Governments and Administrations, the Government of India came to the following general conclusions :—(1) That the measures prescribed in the Resolution of the 3rd February can be made effective in suppressing outbreaks of plague and reducing the violence of such outbreaks. They should therefore be maintained as a *maximum*. (2) That so long as an outbreak is not

Paper No. 32.

diffused over too wide an area, there is no political objection to their being applied in their entirety in rural tracts, except in certain places in the North and West Punjab. It may, however, become difficult, if not impossible, to carry out segregation in places during the rainy season. (3) That in some towns it would be impossible to carry out in their entirety the principles laid down in the Resolution. (4) Stricter measures may be possible in the case of imported than in that of indigenous attacks, but it is not desirable to enforce strict measures generally at the commencement of an outbreak in a town, and to relax them at a subsequent stage. (5) The principles should be strictly enforced in all cantonments, hill stations and civil lines.

Papers Nos. 33 and
34.

On the 14th November 1898 the Government of Bombay, after consultation with the Government of India, issued a Resolution prescribing a system of discretionary relief with a view to gain the following ends:—(1) to make hospitals attractive; (2) to remove the minor discomforts, and losses attendant upon measures of disinfection, etc., and (3) to remove the objections to temporary removal from an infected house or locality.

Sums were placed at the disposal of officers entrusted with the carrying out of plague operations to be expended on the above objects. Instructions were given as to the manner in which the discretionary relief should be applied, and it was explained that the money must be regarded as quite distinct from the funds supplied for ordinary plague expenditure. The Government of India sanctioned a grant of three lakhs of rupees for expenditure in the Presidency during 1898-99, of which one-and-a-half lakhs were provisionally reserved for the City of Bombay.

Paper No. 35.

In November 1898 the Government of India appointed, with the approval of Her Majesty's Secretary of State for India, a Commission to inquire into the following questions connected with the plague:—(1) the origin of the different outbreaks of plague; (2) the manner in which the disease is communicated; (3) the effects of curative serum, and (4) the effects of preventive inoculation.

Professor T. R. Fraser, Professor of Materia Medica in the University of Edinburgh, was appointed to be President of the Commission, and the following gentlemen were appointed to be Members:—Mr. J. P. Hewett, Secretary to the Government of India in the Home Department; Professor A. E. Wright, Professor of Pathology in the Army Medical School, Netley; Mr. A. Cumine, a Senior Collector in the Bombay Presidency, and Dr. M. A. Rüffer of the Egyptian Sanitary Department.

Detection of cases of plague.—This is a fundamental measure since no system of plague administration can be successful which leaves numerous cases of the disease to spread the infection unchecked. The complete detection of cases was found to be a most difficult matter, especially in large towns. The difficulty was in large measure due to concealment of cases by the people to avoid the enforcement of the precautions following on the disclosure of a plague case. The principal measures adopted to secure the detection of plague cases were—(1) compulsory report; (2) measures to improve the registration of vital statistics; (3) search parties; (4) organized sub-division of towns under the charge of persons responsible for the report of cases; (5) organized sub-division of rural areas under a large staff supervised by European officers. The rules issued by Local Governments and Administrations under the Epidemic Diseases Act make

the report of deaths and cases of plague compulsory in cities and rural areas attacked or threatened by plague. The obligation is laid on house-holders, village headmen, medical practitioners, Government officers, heads of factories, and the like. Another important measure adopted to improve the registration of deaths is the posting of registration officers at burial and burning grounds. This measure was found very useful at Poona and other places. It is provided for in the general Bombay executive instructions approved by the Government of India. The system of search parties was largely used in towns in the Bombay Presidency. Under this system the town was divided into a number of sub-divisions, to each of which search parties were attached. It was the duty of the search parties to search houses for concealed cases. In Bombay, Poona and some other places the search was conducted mainly by soldiers. Attached to the search parties were influential members of the locality whose duty it was to explain matters to the people and see to due respect being shown to their habits and customs. Female doctors, nurses, etc., accompanied the parties for the search of cases of plague among women. In the City of Bombay the search party system was in the end abandoned for that next described.

Appended to Paper
No. 29.

The system of sub-divisional organization is thus described in the Bombay Government general executive regulations :—

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“ When there is reason to believe that cases of plague are occurring in a town or are likely to occur, owing to its proximity to an infected area, the town should be divided into quarters or divisions of a size convenient for effective supervision, and each quarter should be placed, as far as possible, under the charge of an European official, who may be a civil officer, taken from any department, a military or a medical officer, according to circumstances.

“ The quarter under each officer should be sub-divided into defined areas, which might consist of a street, a portion of one or a group of houses, and each of these sub-divisions should be placed under the charge of a district or local subordinate, who may, for convenience, be called a supervisor. With each supervisor will be associated one or more residents of the sub-division, who will assist the supervisor in obtaining information regarding sickness and mortality in the areas respectively allotted to him.”

Under the present Bombay City system the city is divided into a number of small areas, the duty of reporting cases in each of which is laid on influential inhabitants of the locality. A similar system was adopted in the City of Calcutta. The corresponding organization for rural areas is noticed in paragraph 3 of the Resolution of the 3rd February 1898. The system was first extensively used by the Government of the North-Western Provinces and Oudh in the Saharanpur District. The whole threatened area was divided into a number of sub-divisions, each under the charge of a responsible European officer with a considerable staff. Each plague sub-division was divided into circles, and these again where necessary into sub-circles. A subordinate executive officer was placed in charge of each circle or sub-circle. The size of each circle was fixed so as to permit each village in it to be visited at least once in three days by the circle officer. It was the business of the circle officers to examine every house and every inmate of every house in every village and hamlet in the circle, and having thus ascertained the condition of his circle to keep himself fully informed of its state, utilizing the services of village headmen and village revenue officers for the purpose.

Papers Nos. 36—38.

Papers Nos. 39—43.

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Corpse inspection was advocated as a system for detecting plague cases and carried out in some localities—notably in Sind. After a discussion with the Local Governments the Government of India forbade the practice (in the Resolution of the 3rd February 1898). They considered that the system was less effective

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55.

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than the organization described above, whilst the examination was repugnant to the feelings of the people.

Paper No. 29.

General measures for the suppression of plague epidemics.—It is impossible within a brief space to examine the system in any detail or to describe its working and effect in individual plague centres. As experience was gradually gained of the best way to meet the disease, the nature of the arrangements was altered from time to time and place to place. The regulations devised by Surgeon-General Cleghorn and Mr. Wingate and mentioned in the Resolution of the 3rd February 1898 were accepted by the Government of India as the outcome of the experience that had been gained during the first and a portion of the second epidemic. These regulations describe in some detail the system which should be adopted. After the detection of cases the main features of the system are :— (1) The segregation of the sick and their careful nursing and treatment in well-ventilated and sanitary hospitals. (2) The segregation, after disinfection of clothing, bedding, etc., under medical supervision and in sanitary surroundings, of the persons who, by association with the sick, have been especially exposed to the risk of infection. (3) The evacuation of infected houses and localities, the inmates being lodged in carefully supervised health camps. (4) The thorough cleansing and disinfection of infected houses and localities before the inmates are permitted to return. (5) The enforcement of general sanitary precautions, such as extensive cleansing of dwellings, free admission of light and air, destruction or modification of insanitary buildings, improvement of drainage and conservancy, abatement of overcrowding, and opening out of congested localities.

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The segregation of the sick and of the persons who have been in immediate contact with them is a fundamental precaution which is essential to the successful issue of any operations against plague. In devising means to secure this object it is necessary, on the one hand, to consider the urgent necessity of preventing sufferers from plague from spreading the infection among their neighbours ; and, on the other hand, the great importance of interfering as little as possible with the customs and feelings of the community and of securing co-operation in the detection of cases. The views of the Government of India on the subject are explained in paragraph 6 of the Resolution of the 3rd February. It is explained in that paragraph that in order that segregation may be efficacious it must in general be carried out in hospitals or other suitable places appointed for the purpose. To remove, as far as possible, grounds of discontent, the Government of India directed that endeavour should be made to secure the co-operation of leading men, and that the people themselves should be encouraged to make arrangements for the establishment of private hospitals for particular castes, classes, joint families and associations of families in anticipation of the necessity for their removal from their own homes arising. The Resolution proceeds as follows :—

The equipment and administration of such hospitals must be approved by duly appointed authority. They should be conveniently placed, and it is not necessary that they should be located in remote situations. They should not, however, be situated in houses which are actually inhabited or blocks of houses or streets, for in the event of an outbreak of plague, cases of the disease might occur in the house or block which it would then be necessary to completely evacuate. While His Excellency in Council is strongly of opinion that in carrying out any measures of segregation regard should be had, as in the case of Europeans, to the position in society of those classes of the native community who can be relied on to take efficient measures with the object of preventing the spread of infection, and to other considerations of a like nature, it is not, he fears, possible, save in the most exceptional cases (as for instance that of a

house located in a large garden, in which a hospital or private camp can be located at a distance from the house actually infected), to permit the residents of an infected house not to evacuate the area in which it stands. His Excellency in Council therefore anticipates that in a crowded city there will be few (if any) houses which it will be safe to license as hospitals or for segregation purposes. In public as well as in private plague hospitals all possible consideration should be shown to the feelings of the inmates and in especial caste distinctions and the privacy of females who do not appear in public should be carefully respected. His Excellency in Council also considers that it is neither necessary nor humane to separate the sufferers from their families and friends, and all plague hospitals, whether Government hospitals or private caste hospitals, should therefore be arranged so as to provide separate accommodation for the immediate family or friends of the patients. For the public hospitals it will be found convenient to utilize schools and other public buildings which are available and suitable.

In the supplementary instructions of the 19th August it was further explained that the inmates of all hospitals should be allowed to have the services of practitioners of native medicine if they preferred this to being treated by European methods. The question of the relaxation of the precautions in towns the population of which are strongly opposed to their enforcement has been noticed in a previous section of this Chapter. Paper No. 30.

Much energy was expended in the Bombay Presidency and elsewhere in providing suitable and convenient hospitals for the treatment of the sick. During the first epidemic in the City of Bombay, 19 Government and 29 private hospitals were established in the city under General Gatacre's able administration. A description of a typical Government plague hospital in Bombay is given on pages 164 to 166 of the Report on Plague in India. Similar arrangements were made in other large towns attacked by plague both in British India and in Native States. Careful provision was also made for the treatment of the sick in rural areas. An enormous staff of doctors and nurses was employed in these plague hospitals.

The segregation of contact cases was in general carried out in segregation camps appended to the hospitals. The extent to which it was found possible to carry out this very desirable precaution varied greatly in different places. In the City of Bombay segregation of contact cases was never fully carried out. In Poona, on the other hand, the system was brought to great perfection—see pages 207 to 211 of the Report on Plague in India. Khandraoni in the Gwalior State, the Saharanpur District of the North-Western Provinces and the Jullundur and Hoshiarpur Districts of the Punjab are instances of other localities in which the segregation of contacts was thoroughly carried out with great success.

The evacuation of infected houses and localities, the inmates being lodged in carefully supervised health camps, is one of the most valuable measures that exist for the eradication of plague. The Government of India recognized the importance of this measure from the outset and urged its adoption wherever circumstances would permit of its being carried out. The measure was first successfully tried in the City of Karachi, and was extended with equal success to other places in Sind which were attacked by plague. A brief account of the results of evacuation in Sind is given on pages 236 to 239 of the Report on Plague in India. When plague became rife in the Deccan Districts at the end of the rainy season of 1897, evacuation was extensively practised and almost at once produced a marked effect on the course of the disease. Similar satisfactory results were obtained at the end of 1898. The method was found equally efficacious in localities outside the Bombay Presidency. At Khandraoni in the Gwalior State a carefully supervised evacuation resulted in

the almost immediate extinction of the disease. The Government of the North-
 Papers Nos. 75—80. Western Provinces and Oudh resorted largely to evacuation in their successful
 endeavour to combat plague in the towns of the Hardwar Union in the Saharan-
 pur District. There the expedient was adopted of evacuating extensive blocks of
 Papers Nos. 81—90. dwellings round each focus of the disease as it was discovered. In the Hoshiarpur
 and Jullundur Districts each village was emptied of its inhabitants as it became
 infected, and in every case the malady was in a short time arrested.

In a large city evacuation on an extensive scale is more difficult to accom-
 plish than in a smaller place. During the first epidemic in the City of Bombay
 Papers Nos. 59—73. the Government of India strongly urged on the Government of Bombay that an
 endeavour should be made to evacuate the worst infected quarters of the city.
 The Local Government were unable to effect the operation. Towards the end of
 the second epidemic the Government of Bombay made a further effort to enforce
 evacuation on a large scale, and a considerable amount of voluntary evacuation
 took place in the city.

The cleansing and disinfection of infected houses was thoroughly carried out
 in all localities infected with plague. Provision is made for the enforcement of
 Paper No. 28. this precaution in the regulations issued under the Epidemic Diseases Act by the
 different Local Governments and Administrations. It is also prescribed in some
 Appended to Paper detail in the regulations devised by Dr. Cleghorn and Mr. Wingate. In large
 No. 29. cities the work was carried out by disinfection parties who acted on a regularly
 organized method. An endeavour was usually made in such cases to work ahead
 of the disease, whole quarters being disinfected in advance of the spread of infec-
 tion. In badly infected localities the disinfection was sometimes repeated. The
 thorough system adopted at Poona is described on pages 211—212 of the Report
 on Plague in India, and will suffice as an instance of the methods adopted. The
 disinfectant commonly employed was a solution of corrosive sublimate of strength
 Paper No. 230. 1 part in 1,000. Mr. Hankin, and later M. Haffkine, made investigations
 into the results of the application of different sorts of disinfectants. Rubbish
 and articles likely to carry infection contained in the houses were destroyed or
 Paper No. 74. disinfected at the time the house was treated. The Government of India issued
 orders that compensation should be paid to poor persons articles of whose pro-
 perty were destroyed in the operation of disinfection.

The different Local Governments and Administrations framed and enforced
 rules for the abatement of overcrowding, the improvement of conservancy and
 drainage, the improvement or destruction of insanitary dwellings and other sanitary
 precautions of a like nature. Throughout India the Municipal authorities were
 directed to look to the sanitary conditions of their towns, and much energy and
 money was expended in cleaning towns and improving their sanitation. As an
 instance the Lieutenant-Governor of the North-Western Provinces and Oudh
 was able to report that the towns in those provinces had been put in a better
 sanitary condition than they had ever been before within the memory of man.
 A Bill has been passed by the Governor of Bombay in Council introducing a
 wide scheme for the improvement of Bombay, the congested condition of which
 city greatly favoured the spread of plague. A sanitary survey, which was made
 of the town of Calcutta, showed the state of the city to be very unsatisfactory.
 Steps were taken to improve the condition of affairs, and a Bill has been
 introduced with a view to reform the Municipal administration of the city.

A further point to notice in this portion of the Chapter is M. Haffkine's
 method of preventive inoculation. The system is based on the principle that

cultures of the plague bacilli may be deprived of their noxious qualities by delicate processes of dessication, whilst they retain the power of protecting the system against fatal infection. M. Haffkine worked out the system during the early portion of the first epidemic, and since then it has been extensively tried in the Bombay Presidency and elsewhere. The more extensive the tests to which the process has been subjected the more satisfactory do the results appear to be both as regards protection against the disease and reduction of the case mortality. The method has not yet been sufficiently worked out or applied on a sufficiently large scale to enable it to be considered among the main measures for combating the plague. But the results have been so satisfactory that the Government of India were able in their circular of the 19th August 1898 to agree generally that inoculated persons should be exempted—(a) from segregation, unless they are actually attacked by plague, subject to the proviso that they must remain liable to evacuate infected houses; (b) from observation when travelling, subject to disinfection of clothes.

Paper No. 30.

Measures to prevent the spread of infection by land.—The Government of India have throughout opposed all proposals to impose land quarantine with a view to prevent the spread of infection by land. Their views on the subject are explained in paragraphs 9 to 12 of the Resolution of the 3rd February 1898. Paragraph 9 explains the general objections against land quarantine. Paragraph 10 explains the orders issued by the Government of India prohibiting the establishment of cordons designed to keep the population within an infected area, and prohibiting the booking of passengers by railway to or from particular places. In paragraph 11 are enunciated the general principles which the Government of India have adopted for dealing with travellers by rail. It is there stated that interference with the movement of the general public by railway should be restricted to medical inspection, the inspection being conducted so as to provide for the detention in the observation camp provided for this purpose, not only of persons in whom symptoms of plague or suspicious symptoms are discovered, but of all persons from the infected area who appear to be suspicious by reason of their appearance, the dirty condition of their clothes, the fact that they are travelling in gangs or belong to classes which are likely to disseminate the disease or cannot be traced on arrival at their destination or depended upon to give information should plague occur among them. All other persons should, it is explained, be allowed to proceed to their destination after inspection, and the rules should not, under any circumstances, exempt from their operation any class of persons as such, or be limited to persons who travel by railway by a particular class.

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The principal discussions on the subject are (1) the discussion of February to April 1897 when proposals were made to impose quarantine against the Bombay Presidency or to restrict railway traffic from that Presidency, and to impose local land quarantine within the Presidency; and (2) the discussion with the Government of Bombay regarding the rules promulgated by that Government in October 1897 to control by a system of sanitary passes the egress of persons from infected localities. In October 1898 the Government of Bombay abandoned the system of detention camps and passes, and replaced them by a very strict medical examination, accompanied by disinfection of clothing when necessary, at convenient railway centres and places of arrival. In making this alteration in the system adopted in the Bombay Presidency, the Government of Bombay remarked that detention camps and passes are impossible as a perma-

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ment feature of epidemic regulations, since it is impossible over a large area and a prolonged period of time to close the ordinary channels of daily business and intercourse without very sorely trying the patience of the public and jeopardising general prosperity.

Constant attention has been paid to the medical inspection of railway travellers. The first arrangements were made in co-operation with the railway authorities and were gradually elaborated as the danger became greater. An account of the measures is given on pages 304 to 310 of the Report on Plague in India. When the Epidemic Diseases Act was passed, the Government of India issued orders systematizing the arrangements. An elaborate and far reaching plan was evolved ensuring a thorough inspection of every traveller from the infected districts at different points along his route to other parts of India. The arrangement was made under powers conferred by section 2, clause (b), of the Epidemic Diseases Act. The main feature of the system was the establishment of principal places of inspection at certain carefully selected stations, at which one or two commissioned medical officers, with a staff of male and female subordinates, were in general posted. A thorough examination of all passengers was made on the platform, and arrangements were provided for the accommodation and treatment of the sick and suspected. Subsidiary to these major inspection stations were a large number of minor inspection stations intended mainly for passengers alighting at the end of their journey. Alterations were made from time to time in the number and position of the inspection stations in the light of experience and in consequence of the abatement of the disease in some places and of its extension to fresh areas. The reports on the Khana Inspection Station in Bengal and the Khanpur Inspection Station in the Punjab give instances of the working of principal inspection stations. Part III of the regulations issued by the Government of the North-Western Provinces and Oudh shows the nature of the arrangements made at minor inspection stations.

It was found after some time that travellers resorted frequently to re-booking to avoid detection and escape examination and possibly detention. A conference at which the Local Governments mainly concerned were represented was convened at Calcutta in December 1897 to devise means to prevent this evasion of the rules. The conference made certain suggestions to facilitate the detection of travellers from infected areas, to prevent re-booking to avoid detection, and to help the exercise of a surveillance at their homes over persons from infected localities who are allowed to proceed to their destination. The suggestions, which were accepted by the Government of India, were mainly to the following effect—(a) that the tickets of travellers from an infected area should be punched with a distinctive mark; (b) that officers should be stationed at all stations to take down the names and addresses of all persons from infected areas alighting at the stations, and (c) that the officers should watch for and report along the line cases of re-booking to avoid detection. The officers posted at the stations send the names and addresses they record to the district authority, who communicates them to the local authorities of the place of destination whose business it is to keep a watch over the health of arrivals. The orders were supplementary to orders issued by the Government of India in March 1897, and fitted in with a scheme which was first introduced in the North-Western Provinces and Oudh and afterwards adopted by a number of Local Governments and Administrations. Under the scheme alluded to registers of villages having communication with infected areas and of arrivals from such

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areas are maintained at police stations. The rules provided for a special watch being kept over villages and arrivals entered in the register. Arrangements for the disinfection of the clothing and baggage of passengers open to the suspicion of being contaminated were prescribed as a portion of the system of medical inspection on the lines of railway. In February and March 1897 the Government of India addressed the Government of Bombay on the subject, requesting that disinfection stations might be established at railway stations near the frontier of the Presidency on all lines leading to other parts of India, and prescribing the method of disinfection that should be followed. Similar arrangements were made at some of the principal inspection stations in other provinces. The report on the Khanpur Station gives a detailed account of the manner in which the operations are carried out. Special attention was paid to the disinfection of the baggage of travellers in the orders issued by the Government of Bombay in October 1898, and it was stated in the orders that steam disinfectors or other special means of disinfection were provided at eight principal inspection stations in the Bombay Presidency. In April 1897 the Government of India issued a set of instructions for the disinfection of railway carriages. The instructions provided for (a) the disinfection of carriages in which a case of plague had been detected, and (b) the disinfection of non-suspect carriages coming from an infected area.

Papers Nos. 135—141.

Papers Nos. 124—125.

Papers Nos. 117—119.

Paper No. 143.

Arrangements were made in the Bombay Presidency and elsewhere for the inspection of travellers by road and river on the same principles as the arrangements adopted in the case of travellers by rail. The Punjab Government issued a special set of regulations for the protection of that province from travellers coming by road or along the Indus from Sind. All such travellers were obliged to take specified routes leading past observation posts conducted on the usual principles. The Government of India recognized the special danger arising from the assemblage of large bodies of religious mendicants and other persons at fairs and other *quasi*-religious gatherings. As occasion arose they issued notifications under the Epidemic Diseases Act prohibiting the sale of railway tickets in infected areas to persons believed to be intending to visit such gatherings. The measures taken to protect the territories lying beyond the North-West Frontier are described on pages 348 to 351 of the Report on Plague in India.

Measures to prevent the spread of infection by sea.—It will be convenient to deal separately with the two main portions of this subject—(a) the quarantine regulations imposed against infected ports at Aden and other Indian ports, and (b) the regulations for the inspection of vessels sailing from infected ports.

Quarantine was imposed against Bombay and Karachi as soon as plague was discovered in those places. It was first imposed only at Aden, Karachi, Calcutta, Madras and Rangoon, but as the danger increased the rules were extended to minor ports which were specially threatened. The quarantine regulations were issued under the Quarantine Act of 1870 and were similar to those which had been enforced against Hongkong and Canton in the year 1894. They were based on the model quarantine rules prescribed by the Government of India in 1879. It is unnecessary to examine the rules, as they were subsequently superseded by rules enforced under section 2 (a) of the Epidemic Diseases Act and based on the Venice Sanitary Convention of the 19th March 1897. As soon as the Government of India received a copy of the Convention, they issued a circular to Maritime Local Governments (dated the 1st June 1897) explaining the terms of the Convention and directing the issue of fresh rules

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Papers Nos. 153—
201.

based on it. Regulations were prepared by the Local Governments, examined by the Government of India, and altered at their request in some particulars in which the principles of the Convention had not been strictly followed. The rules as finally issued are contained in Part IV of the compilation numbered 28 in the list appended to this Chapter. The rules distinguish between infected, suspected and healthy vessels, and prescribe regulations for medical inspection and for dealing with these several classes of vessels in the manner laid down in the Convention. In the rules for Aden which were first issued under the Convention, it was provided that a vessel coming from an infected port should not be given free pratique, even though no case had occurred on board, until ten days from the date of departure from the infected port. The English Foreign Office objected to this provision as being opposed to the Convention and therefore likely to lead to the imposition of stricter rules in foreign countries. They considered that, the contrary regulations for the Red Sea and the Persian Gulf notwithstanding, it was the intention of the Convention that all vessels on which no case of plague had occurred should be regarded as healthy and given free pratique at once, irrespective of the number of days which had elapsed since the vessel had left an infected port. The Government of India accepted this view, and the Aden regulations were altered so as to require the grant of free pratique to all vessels on which no case of plague has occurred, after satisfactory medical inspection. Some opposition was made by the mercantile community in Rangoon and Madras to the enforcement of the above rule at those ports when plague broke out in Calcutta. But the Government of India insisted on the principle that free pratique should be given at once to all vessels on which no case of plague had occurred. To meet the case of the coasting traffic they ruled that arrangements should be made for the inspection and surveillance of persons coming by sea, from a neighbouring infected area, similar to the arrangements made for the inspection and surveillance of railway travellers.

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As soon as the Epidemic Diseases Act was passed, the Government of Bombay issued rules under it for the inspection of outward bound vessels leaving the ports of Bombay and Karachi. The rules provided that no vessel should depart until every one on board had been examined, and any case suspected to be plague had been removed. A large staff was appointed at the Port of Bombay to carry out the enormous task of inspection entailed by the rules. The examination was conducted in the most thorough manner and with signal success. Rules of a similar character were introduced at the ports of Calcutta and Madras. Although these places were not infected, it was thought best to examine outward bound vessels with a view to establish confidence in foreign countries. The rules for the examination of vessels sailing from an infected port laid down in the Venice Convention are briefly to the following effect:—Every person sailing on the vessel must be examined on shore, immediately before embarkation, by a medical officer appointed by the Government, and the Consular authority interested in the ship may be present at the inspection. All infected and suspected articles must be subjected to careful disinfection on shore and in the presence of the Government medical officer, in accordance with the rules for disinfection prescribed in the regulations, and no persons showing symptoms of plague may be permitted to embark. In the circular of the 1st June 1897 the Governments of Bombay, Madras and Bengal were directed to re-model their rules for the inspection of outward bound vessels in exact conformity with the Convention. The Government of Bombay represented that it would occasion great difficulty, delay, and expense were the requirement to

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201.

conduct examination on shore persisted in. Similar representations were made from Bengal and Madras. The Government of India therefore permitted the rules to be drawn up so as to permit examination on board or on shore and reported the matter to the Secretary of State. The English Foreign Office took strong objection to the proposed departure from the strict terms of the Venice Convention which might, they considered, result in Foreign Governments imposing restrictions of increased severity against Indian trade. The Government of India accordingly directed the Government of Bombay to make arrangements for examination on shore, and informed the Governments of Madras and Bengal that similar arrangements must be made should plague break out at Madras or Calcutta. The Government of Bombay altered their rules so as to make examination on shore compulsory, and the Government of Bengal did likewise when plague broke out at Calcutta. The existing regulations are given in Part IV of the compilation numbered paper 28 in the list. In March 1897 the Government of India issued a notification under the Epidemic Diseases Act prohibiting persons from the Bombay Presidency from embarking at any port in British India with the object of proceeding as an emigrant or as a labourer to any port out of British India. Papers Nos 220 - 221.

Measures to prevent the spread of infection by merchandise and food-stuffs—Objects soiled by the excreta of patients are a dangerous source of infection; it was therefore considered necessary to prohibit the import from infected areas into other parts of India of articles which from their nature or use were likely to have come into contact with persons suffering from plague. On the 22nd March 1897 the Government of India issued, in supersession of previous Paper No. 222 orders, a notification under the Epidemic Diseases Act prohibiting the bringing of rags, used apparel and bedding (except when carried as the baggage of travellers), waste paper and used gunny bags from the Bombay Presidency and Sind into any other part of British India. On the 3rd April the prohibition Paper No. 223. was extended to all territories in India which are under the administration of the Governor General in Council, but do not form part of British India. Similar orders were issued in several Native States, and against various places outside the Bombay Presidency when they became infected. The prohibition with regard to gunny bags was found to impede the export trade in grain, and as the Government of India were advised that it was not necessary, it was Paper No. 226. withdrawn in February 1898. Several Local Governments and Administrations issued special regulations to guard against the spread of plague from rags and similar dangerous articles. Special regulations were also made regarding the sale and storage of food-stuffs. On pages 392—394 of the Report on Plague in India an account is given of measures adopted in 1897 to prevent plague being imported in grain from Sind to the Punjab. In the Venice Convention a list is given of articles classed as “susceptible,” the importation of which may be refused at the option of the Government concerned. The prohibition is not absolute in any case, and used clothing and bedding are the only articles which, under the Convention, must be disinfected if considered open to the suspicion of contamination. The Convention also permits disinfection, at discretion, in the case of commodities not included in the susceptible list. The Government of India did not consider it to be necessary to extend their orders regarding the import of merchandise from infected areas in consequence of the provisions of the Venice Convention.

Staff.—A very large medical staff has been required to carry out the extensive plague operations, and considerable difficulty has been experienced in

securing the services of a sufficient number of medical officers. This difficulty was increased during the first period of the epidemic by the employment of a number of medical officers and subordinates on famine duty, and during the second period by the absence of many medical officers on the North-West Frontier. It was necessary to husband to the greatest possible extent the resources of the Civil Department. Additional help was obtained by engaging medical gentlemen in England, and by employing private practitioners and pensioned officers in India. Up to the end of October 1898 eighty-four medical gentlemen were procured from England. It was recognised that the specially arduous, and to some extent hazardous, nature of the duties rendered it fitting that officers and subordinates should be granted some extra remuneration, and that volunteers could not reasonably be expected to come forward without the offer of fairly liberal terms. Accordingly a series of orders were passed from time to time granting special allowances to commissioned medical officers and subordinates of different classes deputed to plague duty. Only the main orders are included in the list of papers appended to this Chapter, many subsidiary orders were issued adapting the general rules to special cases. As regards officers performing plague duty in addition to their own duties, the Government of India at first ruled that allowances should not be granted in such cases, it being the duty of all officers of the Government to accept the extra work imposed on them in times of calamities such as plague and famine. When the continued prevalence of plague kept up the strain of extra work these orders were reconsidered and it was decided that plague allowances might be granted to medical officers and subordinates employed on plague duty in addition to their ordinary duties, provided that the extra work was of an onerous character and unconnected with their ordinary duty. Conveyance allowances were granted to many officers and subordinates who were put to extra expense in connection with their plague duty. Special leave concessions were granted to officers and subordinates employed on plague duty who did arduous work and received no special remuneration for its performance.

Papers Nos. 232—
244.

Papers Nos. 247—
250.

Papers Nos. 251—
252.

Paper No. 245.

In a previous section of this Chapter the employment of troops on plague duty has been noticed. They were most frequently utilized during the first period of the epidemic, when a total of 45 British officers, 16 native officers and 1,617 non-commissioned officers and men were engaged on sanitary plague duty. Apart from the use of troops young officers of the Indian Staff Corps have frequently been appointed to plague duty, and are found to make a very valuable addition to the staff. In a Resolution of June 1897 the Government of India laid down the rates of special allowances to be granted to military officers and soldiers employed on plague duty.

Paper No. 151.

Regulations against arrivals from India enforced in other countries.—When the outbreak of plague first became virulent in India, the alarm experienced in Europe and other parts of the world was very great, and in some cases the restrictions imposed on intercourse with this country were both antiquated and exceedingly onerous. For a time the regulations practically prevented the landing of passengers from India at Brindisi and Marseilles. In the end wiser and more moderate counsels prevailed. Eminent scientific authorities pronounced against the excessive restrictions. The Sanitary Conference which assembled at Venice drew up a set of regulations, accepted by the delegates of most of the principal States of Europe, which prescribed precautionary measures for the countries in which the disease existed and for countries in communication with them, based on approved scientific principles and calculated to prevent the

spread of disease without disastrous interruption of trade. The Government of India, it has been shown above, took measures to secure compliance with the terms of the Convention in India. The principal maritime countries in close communication with India for their part also modified their precautionary measures in accordance with the Venice Convention, without waiting for that Convention to be formally ratified. A summary of the regulations issued from time to time by Foreign Governments is appended to the Despatch of the Government of India to the Secretary of State, No. 29 (Sanitary), dated the 23rd December 1897. The principal correspondence that has passed in connection with the regulations has related to the export of wool to the United Kingdom, the export of hide and skins to Germany, the measures imposed by the Ceylon Government, and the treatment accorded to arrivals from India in British Colonies and Dependencies. Paper No. 253.
Papers Nos. 266—301.

The pilgrimage to the Hedjaz.—In consequence of the fears entertained by all European Governments, including Turkey, lest plague should be communicated to Europe, the Government of India decided, on the receipt of instructions from the Secretary of State, to order, under section 2, sub-section 1 of the Epidemic Diseases Act, 1897, that the pilgrimage to the Hedjaz should be altogether suspended for the season of 1897. Intending pilgrims who had collected at Bombay and Karachi were despatched to their homes at the expense of the Government. Special arrangements were made to prevent them from spreading the infection of plague. When the pilgrims who had gone to the Hedjaz before the issue of the prohibition returned from Jeddah plague existed at that place. Special precautions were adopted in view of this, and also to prevent the returning pilgrims from mixing with the plague-infected population of Bombay. Papers Nos. 302—311.

The complete suspension of the pilgrimage was considered unnecessary during the season of 1898, and in November 1897 orders issued, with the sanction of the Secretary of State, that the pilgrimage should be permitted subject to certain restrictions. Intending pilgrims were advised, however, to defer their purpose until another season, in view specially of the stringent quarantine rules imposed by the Turkish Government and the inconvenience and harassment to which they are likely to be subjected on arriving in Arabia. The main restrictions imposed were as follows :—(1) No pilgrims were allowed to go from the Bombay Presidency (excluding Sind). (2) Karachi and Chittagong were declared the only ports from which pilgrims might sail. (A vessel with Southern Indian pilgrims was subsequently allowed to sail from Calicut in the Madras Presidency.) (3) All pilgrims were kept under observation for a period in provincial observation camps, and thence conveyed to the place of embarkation under the charge of an officer appointed for the purpose. Some difficulty was experienced in procuring vessels to carry the pilgrims. Otherwise the arrangements worked smoothly. The total number of pilgrims who left for the Hedjaz was small. In November 1898, plague being widely prevalent in the south of India, orders were issued, after reference to the Secretary of State, that although the pilgrimage would not be absolutely prohibited during the season of 1899 it could not be allowed in the case of residents of the Bombay Presidency (excluding the whole of Sind except Karachi), the Madras Presidency, the Mysore and Hyderabad States and Coorg. Karachi was at the time an infected port and Chittagong was therefore declared to be the only port from which pilgrims would be permitted to depart. Intending pilgrims were again advised to defer their purpose, and precautions were prescribed similar to those enforced during the season of 1898. Papers Nos. 312—334.
Papers Nos. 335—346.

LIST OF PAPERS REFERRED TO IN CHAPTER VIII.—THE PLAGUE.

Papers referred to in the section headed "Preliminary Remarks."

Serial No.

- 1—27. Periodical Despatches to Her Majesty's Secretary of State for India, from January 1897 to December 1898, containing a narrative of events connected with plague.

Papers referred to in the section headed "General Remarks on Plague Administration."

28. A Compilation of Regulations issued by the Government of India and Local Governments in connection with plague.
29. Home Department Resolution Nos. 227—40, dated the 3rd February 1898, and annexures, laying down the general principles of plague administration.
30. Home Department circular letter to Local Governments and Administrations, Nos. 2062—71, dated the 19th August 1898, modifying in some points the Resolution of the 3rd February.
31. Resolution of the Government of the Punjab, No. 43, dated the 11th January 1898, on the subject of measures for the control and suppression of the outbreak of plague in the Punjab.
32. Confidential Despatch to Her Majesty's Secretary of State, No. 19, dated the 25th August 1898, and enclosures, on the political aspect of plague administration.
- 33—34. Resolutions of the Government of Bombay, dated 14th and 17th November 1898, regarding the grant of discretionary relief.
35. Home Department Resolution Nos. 4360—74, dated 11th November 1898, appointing a Commission to make an investigation in connection with the plague.

Papers referred to in the section headed "Detection of cases of plague."

- 36—38. Orders of the Government of Bombay, dated the 17th March and 12th August 1898, regarding the sub-division of Bombay City for the detection of plague cases and general plague administration.
- 39—43. Correspondence of May 1898 on the subject of a similar system for the City of Calcutta.
- 44—58. Correspondence of October 1897 to February 1898, on the subject of corpse inspection.

Papers referred to in the section headed "General measures for the suppression of plague epidemics."

- 59—73. Correspondence with the Government of Bombay during 1897-98, on the subject of the evacuation of infected houses.
74. Home Department Resolution No. ^{10 (Sanitary)} 1044-1057, dated 23rd March 1897, regarding payment of compensation to persons whose personal effects are destroyed by order of competent authority.
- 75—80. Resolutions of the Government of the North-Western Provinces and Oudh, dated the 22nd July and 4th November 1897, and 4th February, 5th March, 1st and 27th April 1898, about the outbreak of plague in the Saharanpur District.

Serial No.

- 81—90. Letters from the Government of the Punjab, dated the 3rd, 5th and 20th November, and 3rd and 20th December 1897, 5th January and 5th February, 3rd March and 16th April 1898, regarding the outbreak of plague in the Jullundur and Hoshiarpur Districts.
- 91—100. Reports regarding anti-plague inoculation.
- Papers referred to in the section headed "Measures to prevent the spread of infection by land."*
- 101—114. Papers relating to the discussions of February—April 1897, on the subject of the imposition of land quarantine.
- 115—116. Correspondence with the Government of Bombay regarding the rules to control the egress of persons by a system of passes.
- 117—119. Resolutions of the Government of Bombay, dated the 17th October 1898, regarding the replacement of the system of detention camps and passes by a system of strict medical examination.
- 120—122. Orders of the Government of India, dated the 4th February 1897, regarding inspection and surveillance of travellers by railway.
123. Report on the working of the Khana Inspection Station and Observation Camp.
124. Letter from the Government of the Punjab, No. 1211, dated the 24th September 1897, forwarding reports on the Khanpur Inspection Station.
125. Letter from the Government of the Punjab, No. 124-S., dated the 2nd June 1898, forwarding reports on the Khanpur Inspection Station.
126. Public Works Department circular No. 224-R. T., dated the 6th March 1897, regarding the surveillance of railway travellers.
- 127—134. Proceedings of a Conference held at Calcutta on the 17th December 1897, on the subject of the re-booking of railway passengers from an infected area, and orders of the Government of India, dated the 5th and 17th January 1898.
- 135—141. Papers regarding the disinfection of the luggage and clothing of railway passengers.
- 142—150. Papers regarding the disinfection of railway carriages.

Papers referred to in the section headed "Measures to prevent the spread of infection by sea."

151. Text of the Venice Sanitary Convention.
152. Home Department circular letter to Maritime Local Governments, Nos. 1623—26, dated the 1st June 1897, directing rules to be framed in accordance with the Venice Convention.
- 153—201. Further correspondence with Maritime Local Governments on the subject of the revision of the outward and inward vessels rules, and examination on shore.
- 202—219. Correspondence about the revision of the Aden Quarantine Rules.
- 220—221. Home Department Notifications regarding the prohibition of emigration from India.

Papers referred to in the section headed "Measures to prevent the spread of infection by merchandise and food stuffs."

- 222—229. Notifications issued in the Home and Foreign Departments prohibiting the export of certain commodities from infected areas.

Serial No.

230. Report of scientific investigations by Mr. E. H. Hankin in connection with plague.
231. Letter from the Government of Bombay, No. 995, dated the 11th February 1893, forwarding a report by Mr. Hankin on the vitality of the plague microbe in wool and cotton.

Papers referred to in the section headed "Staff."

- 232—244. Correspondence regarding the grant of allowances to Medical Officers and Subordinates deputed to plague duty.
- 245—246. Correspondence regarding the grant of allowances to Combatant Military Officers and troops deputed to plague duty.
- 247—250. Correspondence regarding the grant of allowances to Medical Officers and Subordinates employed on plague duty in addition to their own duties.
- 251—252. Finance Department Resolutions Nos. 5047-P. and 2852-P., dated, respectively, the 15th November 1897 and 29th June 1898, regarding the grant of leave concessions to officers employed on plague and famine duty.

Papers referred to in the section headed "Regulations against arrivals from India enforced in other countries."

- 253—265. Despatch to the Secretary of State for India, No. 29 (Sanitary), dated the 23rd December 1897, and following enclosures:—

Summary of Regulations against arrivals from India enforced in other countries.

Letter from the Colonial Secretary, Ceylon, dated the 29th September 1897, and enclosures.

Letter to the Colonial Secretary, Ceylon, No. 2406, dated the 31st October 1897.

Letter from the Colonial Secretary, Ceylon, dated the 2nd December 1897, and enclosures.

Correspondence with the Government of Ceylon about the revised quarantine rules for Ceylon.

- 266—301. Correspondence regarding the importation of wool from India to England.

Papers referred to in the section headed "The pilgrimage to the Hedjaz."

- 302—311. Papers containing the orders for the season 1897.
- 312—334. Papers containing the orders for the season 1898.
- 335—346. Papers containing the orders for the season 1899.

CHAPTER IX.

LEGISLATION.

ACTS AND REGULATIONS.

The Indian Criminal Law Amendment Act, 1894 (III of 1894), amending the Code of Criminal Procedure, 1882, and the Indian Penal Code.—This measure was rendered necessary by the operation of dacoits who after committing dacoity in Central India and other States came into British territory for shelter, and *vice versa*. The law needed strengthening for the prevention of the harbouring of these brigands. Advantage was taken of the opportunity to explain the expression “harbouring.”

The Criminal Procedure Code (1882) Amendment Act, 1894 (X of 1894).—This Act has added offences relating to unlawful assembly and rioting to the list of offences which the public generally are bound to report to the nearest Magistrate or Police officer. It also imposes upon every village-headman, village-accountant, village-watchman, village-police officer, owner or occupier of land and the owner or occupier's agent and every officer employed in the collection of revenue or rent of land the duty of reporting at once to the nearest Magistrate or Police officer any information he may receive respecting any notorious receiver of stolen property, suspected thug, robber, escaped convict or proclaimed offender; also the commission or intention to commit any non-bailable offence, or rioting or the forming of an unlawful assembly, and the occurrence of any sudden or unnatural or suspicious death.

Presidency Small Cause Courts Act, 1895 (I of 1895).—The principal objects of this Act are (1) to provide that no person can be appointed as a Presidency Small Cause Court Judge who is not an Advocate, Vakil or Attorney of a High Court or a Judge of a Court of Civil Judicature of not less than five years' standing; (2) to empower High Courts to frame rules of procedure and practice for Small Cause Courts, and alter such rules when necessary, and (3) to provide for the removal of certain cases, in which the value or subject-matter exceeds the sum of Rs. 1,000 into the High Court and for their being heard and disposed of by such Court in the exercise of its original jurisdiction.

The Indian Criminal Law Amendment Act, 1895 (III of 1895), amending the Indian Penal Code, Act IV of 1864 (Whipping), and the Indian Post Office Act, 1866.—The principal objects of this Act were:—(1) the amendment of the law (section 182, Indian Penal Code) relating to the offence of giving false information with intent to cause a public servant to use his lawful power to the injury or annoyance of another person, so as to make its meaning clear; (2) the application of the provisions of the Indian Penal Code to offences committed in India in respect of foreign postage stamps; (3) the addition of a section to the Indian Post Office Act, 1866, defining the powers of the Post Office in the case of articles bearing fictitious or previously used stamps; (4) the addition of a section to the Indian Penal Code, on the lines of the Falsification of Accounts Act, 1875 (38 & 39 Vict., Cap. 24), dealing with the offence of falsification of accounts by clerks, etc., and (5) the definition of “juvenile offender.”

The Criminal Procedure Code (1882) Amendment Act, 1895 (IV of 1895), amending sections 366 and 371 of the Code of Criminal Procedure, 1882.—

This Act amended the law regarding the mode of delivering judgment by Criminal Courts of original jurisdiction with a view to affording relief to Magistrates and Sessions Judges. It provides that the judgment in every such trial "shall be pronounced, or the substance of such judgment shall be explained" in open Court either immediately after trial, or at some subsequent time, after notice to the parties or their pleaders. The whole judgment is, however, to be read out, if this is desired either by the prosecution or by the defence.

Dekkhan Agriculturists Relief Act, 1895 (VI of 1895).—This Act gave effect to certain of the recommendations made by the Commission appointed by the Government of India in 1891 to enquire into the working of the Dekkhan Agriculturists Relief Acts. It also provided for the extension, with the sanction of the Governor General in Council, of these Acts to any part or parts of any other district in the Bombay Presidency besides those for which they were originally intended. The definition of the term agriculturist was altered.

The Police Act (1861) Amendment Act, 1895 (VIII of 1895).—The principal changes in the law made by this Act are the provisions which empower the Government to recover the cost of the additional Police quartered in a disturbed or dangerous district from the inhabitants, including non-resident owners of property, and to exclude from the assessment those people or classes who have not contributed to the disturbances. Power has also been taken to levy compensation from a disturbed locality for serious outrages committed therein and to pay it to the persons who have been injured or to their families.

The Crown Grants Act, 1895 (XV of 1895).—This Act is intended to remove doubts which had been suggested as to the extent and operation of the Transfer of Property Act, 1882, and as to the power of the Crown to impose limitations and restrictions upon grants and other transfers of land made by it or under its authority.

The Lower Burma Villages and Towns Law Amendment Act, 1895 (XVIII of 1895), amending the Lower Burma Village Act, 1889, and the Lower Burma Towns Act, 1892.—This Act makes it obligatory on the headmen of villages in Burma to collect and furnish on proper payment supplies of food or carriage for all public servants travelling on duty and, on the written order of a responsible officer, for travellers generally.

The Legal Practitioners Act, 1896 (XI of 1896), amending the Legal Practitioners Act, 1879.—The object of this Act is to render every legal practitioner, whether he be a Pleader, Mukhtar or Revenue Agent, who accepts any legal business through a *dalal* or law-tout, liable thereby to suspension and dismissal by the Principal Civil or Revenue Judge of the District, as the case may be. The increased powers of suspension and dismissal are, however, to be subject to appeal to the High Court. The Act also gives power to the different Courts to frame and publish lists of touts.

The Criminal Procedure Code (1882) Amendment Act, 1896 (XIII of 1896).—This Act was passed to give effect to such of the recommendations made by the Jury Commission of 1894 as were approved by the Government of India and the Secretary of State.

Act XVIII of 1896 (to amend the Punjab Municipal Act, 1891).—In July, 1896, the Government of the Punjab submitted the draft of a Bill to amend the Municipal Act of 1891 in order to prevent the sale of milk and butter and

other articles of food in a condition noxious to health. The Bill was revised by the Government of India and passed into law in the Council of the Governor General.

The Public Servants (Inquiries) Act (1850) Amendment Act, 1897 (I of 1897).—The main object of this Act was to make clearer the definition of the expression "Government" as contained in section 23 of the Act of 1850.

The Criminal Tribes Act Amendment Act, 1897 (II of 1897).—The principal object of this Act is to strengthen the hands of the Government in coercing, and if possible reforming, the members of criminal tribes and more especially the rising generation of such tribes, which are composed of criminals of the worst type whose only occupation is crime. Amongst other matters power is conferred on Local Governments to remove at discretion the children of proclaimed criminal tribes from their parents' control, to detain them in reformatory settlement, with a view to their more effectual reformation, and to apprentice them under the provisions of the Apprentices Act, 1850 (XIX of 1850), so as to prevent their returning, after discharge, to their former surroundings and almost certainly relapsing into crime.

The Negotiable Instruments Act Amendment Act, 1897 (VI of 1897).—The object of this Act was to assimilate the Indian law to the provisions of the English Bills of Exchange Act, 1881, by limiting the extent of the discharge of the drawer of a cheque, when it is not duly presented and the drawer suffers damage through the delay, to the extent of such damage, and by enabling the holder to prove against the estate of the banker for the sum which he is thus precluded from recovering from the drawer. The Act also extends similar protection to intermediate indorsers against loss or damage caused by delay in presentation on the part of their indorsees.

The Reformatory Schools Act, 1897 (VIII of 1897).—This Act repealed and re-enacted Act V of 1876 so as to remove certain defects which had been found to exist and to incorporate a number of emendations which had commended themselves to the Government of India. The following are the most important changes and additions:—(1) A youthful offender is defined as a boy who at the time of conviction was under 15 years. The age limit had previously been 16 years. (2) Magistrates who are not themselves competent to direct detention in a Reformatory School are empowered to submit cases for the orders of the District or Sub-Divisional Magistrate. (3) The minimum period of detention has been extended from two to three years. (4) The Court before making an order for detention in a Reformatory School is required to record a finding in respect of the age of the youthful offender. (5) Local Governments are empowered to make rules for defining what youthful offenders should be sent to a Reformatory School, having regard to the nature of their offences or other considerations. (6) The Governor General in Council is empowered to direct that any Reformatory School situated in one Province shall be available for the youthful offenders of other Provinces. (7) The Superintendent's authority with regard to the licensing and apprenticing of youthful offenders is subjected to the sanction of the Committee. (8) Provision has been made for the discharge with a mere admonition of a youthful offender convicted of an offence, or for his being handed over to the custody of a parent, relative or guardian, on the latter's executing a bond for the culprit's good behaviour for a limited period. This provision is applied also to the case of youthful girl offenders.

The Indian Penal Code Amendment Act, 1898 (IV of 1898), amending the Law of Sedition.—In 1897 the tone of

1. Despatch to Secretary of State, No. 68, dated the 14th October 1897.
2. Despatch from Secretary of State, No. 44-A. (Judicial), dated the 6th December 1897.
3. Telegram from Secretary of State, dated the 7th December 1897.
4. Telegram to Secretary of State, dated the 15th December 1897.
5. Telegram from Secretary of State, dated the 16th December 1897.
6. Telegram to Secretary of State, dated the 20th December 1897.
7. Telegram from Secretary of State, dated the 20th December 1897.

the Press in India necessitated the institution of several prosecutions under section 124A of the Indian Penal Code. The Governor General in Council had carefully considered the question, whether some change in the law relating to sedition and defamation and cognate offences was not required, but before coming to a conclusion, His Excellency in Council decided to

await the result of the trial in the cases referred to. After the exposition of the law given by the Bombay High Court, it was considered necessary to make alterations both in the Indian Penal Code and the Code of Criminal Procedure. With the approval of the Secretary of State the following amendments in the law were made :—

A.—In the Indian Penal Code.

“(1) Section 124 A was re-drafted and its meaning made clearer without altering the old law on the subject of sedition. The scope of the new section was thus explained by the Honourable Mr. Chalmers in his speech in the Council of the Governor General :—

“There is nothing in it which in any way interferes with the fair and free discussion of public matters. People are at liberty to criticise the action and conduct of the Government in all its Departments. And more than that; they are at liberty to bestir themselves to procure reforms and to obtain such alteration of the law as they may think desirable, provided they do so by lawful and constitutional means. There is nothing in the section to prohibit this, but we have added Explanation 2 to the section in order to affirm this principle expressly.”

“(2) A new section was added after section 153 providing for the punishment of persons who promote or attempt to promote feelings of enmity or hatred between different classes of Her Majesty's subjects.

“(3) Section 505 had been found to be unworkable. It was intended to provide for the punishment of persons who disseminate certain false statements and rumours which are conducive to public mischief; but as enacted originally it rendered it necessary, while it was often impossible, for the prosecution to show that the person who circulated the false statement knew it to be false. The section was therefore re-enacted in more precise terms, making the publication of obnoxious statements punishable, but allowing the accused to show that the statement was true in fact, and was not published or circulated with a criminal intent.

B.—In the Criminal Procedure Code.

“(4) Section 107 was amended so as to enable security to keep the peace to be demanded from a person who is likely to do any such wrongful act not only as might probably occasion a breach of the peace (which was the old law), but also as might probably disturb the public tranquillity.

“(5) A new section, numbered 108, was added requiring security from persons disseminating seditious matter to be taken by a Chief Presidency or District Magistrate, or a Presidency Magistrate or Magistrate of the 1st class specially empowered by the Local Government in that behalf. It provides that

no proceedings shall be taken against the editor, proprietor, printer or publisher of any publication registered under, or printed or published in conformity with the rules under the Press and Registration of Books Act, 1867, except by the order or under the authority of the Governor General in Council or the Local Government, or some officer empowered by the Governor General in Council in this behalf.

“(6) In column 8 of Schedule II, words were added to enable a Chief Presidency Magistrate or District Magistrate, or Magistrate of the 1st class specially empowered by the Local Government in that behalf, to try cases of sedition under section 124A of the Indian Penal Code, which were formerly triable only by a Court of Session or a High Court.

The Stage Carriages Act (1861) Amendment Act, 1898 (I of 1898).—The application of the Stage Carriages Act, 1861, was limited to carriages ordinarily used for journeys of more than 20 miles. This restriction was found to be inconvenient, as stage carriages which ought to be subject to regulation not infrequently plied for shorter distances. The Act of 1861 was also found defective in practice owing to the absence of any rule-making power. The amending Act of 1898 removed these defects.

The Lepers Act, 1898 (III of 1898).—The object of this Act is to provide for the segregation and medical treatment of pauper lepers and the control of lepers following certain callings connected with the bodily requirements of human beings. It was introduced to give effect to the policy laid down by the Government of India in their Resolution on the report of the Leprosy Commission which visited India in 1890-91. Steps had been taken in several Provinces to give effect to the recommendations of the Commission, and in 1895 an Act was passed with this object in the Council of the Lieutenant-Governor of Bengal. Act III of 1898 was prepared on the lines of the Bengal Act, but so as to extend to the whole of India and to be applied to any part thereof on the issue of a notification by the Local Government, with the previous sanction of the Governor General in Council, declaring it to be applicable thereto. Where, as in Bengal, adequate provision on the subject has already been made, the Act will not be so applied, and the local law will be allowed to continue in force.

The Indian Penal Code Amendment Act, 1898 (IV of 1898).—This Act is the outcome of a proposal of the Bombay Government for the amendment of the law regarding the abetment in British India of offences committed outside British India, it having been held by the Bombay High Court that it was not an offence against the Indian Penal Code for a British subject to abet a criminal act committed beyond the limits of British India by a person who was not a British subject. A section was added by the Act after section 108 of the Indian Penal Code, providing not only for cases of abetment inside British India of offences committed outside it, but also for cases of abetment outside British India of offences within it. This Act also makes certain additions to the Code (1) by providing a punishment for persons promoting enmity between different classes of Her Majesty's subjects, and (2) by making clearer the law in respect of statements conducing to public mischief.

The Code of Criminal Procedure, 1898 (Act V of 1898).—Since 1882 when the Code of Criminal Procedure was last revised many Acts had been passed relating to criminal procedure. Several matters which had been brought to the notice of the Government of India in regard to necessary amendments of the law had also been deferred until the general amendment of the Code was undertaken. The Law Reports had shown a number of defects and difficulties in administering

the law. It was accordingly determined, with the approval of Her Majesty's Secretary of State, again to consolidate and amend the law relating to criminal procedure. This was effected by Act V of 1898. In his Judicial Despatch No. 54, dated the 20th December 1894, Sir Henry Fowler had suggested that the revision should be confined to supplying material omissions and remedying real defects which had actually come to light. The changes embodied in the Bill were therefore for the most part changes which experience of the working of the Code had shown to be necessary. Certain provisions were at the same time enacted with a view (1) to secure more effective control and supervision over habitual offenders, and (2) to deal with first offenders in certain classes of cases.

REGULATIONS.

The Upper Burma Civil Courts Regulation, 1896 (I of 1896).—The main object of this Regulation is to introduce the Code of Civil Procedure into Upper Burma generally, where it was reported by the Chief Commissioner in 1893 that judicial officers had made considerable progress in the knowledge of law and procedure.

The Upper Burma Villages, Towns and Land-revenue Law Amendment Regulation, 1896 (IV of 1896), amending the Upper Burma Village Regulation, 1887, the Upper Burma Land and Revenue Regulation, 1889 and the Upper Burma Towns Act, 1891.—The main objects of this Regulation are to provide that the headman of a village is bound to collect and furnish, upon receipt of payment, guides, supplies of food, carriage and means of transport for any troops or police posted in or near or marching through the village or for any servant of the Government travelling on duty, and, on the written order of the Deputy Commissioner, for any traveller.

The Upper Burma Registration Regulation 1897 (II of 1897).—This Regulation consolidates and amends the law providing for the registration of documents in Upper Burma.

BILLS.

Memons Bill.—The persons belonging to what is known as the Memon Community are persons of Hindu extraction, but although they are now generally regarded as Mussalmans it has been held by the Courts that certain sections of them are in some particulars still governed by Hindu customs instead of by Muhammadan law. The Bill which was introduced in 1896 is to enable individual Memons who are so minded to secure to themselves, by means of a declaration, the application of the Muhammadan law on the footing of ordinary Muhammadans, and so avoid the risk of being held to be governed by a customary law which they repudiate. The Bill also provides (1) that a declaration made by a father shall bind his children who are minors at the time of such declaration or are born thereafter; (2) that a declaration once made shall be irrevocable; (3) that after similar declarations have been made by the father, and also by the son, all the lineal descendants of the latter shall be bound thereby, and (4) that nothing in the proposed enactment shall affect the rights of any member of a declarant's family other than the children and lineal descendants referred to. A large majority of the Memon Community having suggested that the proposals of the Bill should be reversed and that the Muhammadan law should apply to the whole of the community with the reservation that Memons who do not desire to follow the Muhammadan law of succession should make a declaration to that effect, the Select Committee recommended that the Muhammadan law of intestate succession should

be declared applicable to the whole of the Memon Community, but that complete liberty of testamentary disposition should be reserved. The reply of the Government of Bombay, to whom the Select Committee's proposal was referred for opinion, is under the consideration of the Government of India.

Indian Bills of Sale Bill.—The main provision of this Bill is to the effect that where a person sells or charges his moveable property, but remains in ostensible possession under such circumstances as to be the apparent owner thereof, such property shall be liable to be taken in execution or by the assignee in bankruptcy unless the assignment or charge is in writing and is duly registered, but the Bill in no wise interferes with the validity of any transaction as between grantor and grantee.

Bill to amend the Indian Contract Act, 1872.—Section 16 of the Contract Act is defective in that it does not state the principle on which a contract can be voided on account of undue influence, but merely specifies two common applications of that principle. The Dekkhan Agriculturists Relief Act Commission of 1892 therefore recommended the amendment of the Act so as to make contracts voidable where a creditor has taken undue advantage of the simplicity or necessities of his debtor. The Bill lays down a clear expression of the principle for the guidance of the Courts without in any way infringing on the general principle of freedom of contract. It gives the Courts (1) full discretion to deal with contracts which may be found to have been induced by undue influence, and (2) the power of dealing with unconscionable interest as well as with other inequitable terms in such contracts. It is anticipated that the measure will prove of much use in the adjudication of suits between professional money-lenders and agricultural debtors.

Indian Arbitration Bill.—The existing law in India on the subject has been found to be insufficient, and it has been decided to enact a law on the lines of the English Arbitration Act of 1889, which has been found to work well especially in the case of mercantile disputes. It is not intended by this measure to deal with the law which relates to reference to arbitration in the course of a suit. It will apply in the first instance only to the Presidency-towns, but power has been taken to extend the Act by notification to other elected areas.

The Upper Burma Laws Bill.—The main object of this Bill is to remove as regards the future the bar imposed by section 6 of the Upper Burma Laws Act, 1886, on the operation of the general law in Upper Burma, and to place that territory henceforward in the same legal position as the bulk of British India.

Bill to amend the Carriers' Act, 1865.—The question of amending the Carriers' Act of 1865 had been frequently under the consideration of the Government of India since 1873. The Secretary of State agreed with the Government of Lord Lansdowne that no amendment of the law was desirable, but he expressed his concurrence

1. Memorial, dated 21st November 1894, by certain River Steam Navigation Companies, to the Secretary of State.

2. Supplementary Memorial, dated 30th January 1895, to the Secretary of State.

3. Letter from Messrs. MacNeill & Co., and Kilburn & Co., dated 12th August 1896.

4. Despatch to Secretary of State, No. 61, dated 4th August 1898.

with the view of that Government, that it would be expedient to repeal so much of the Indian Railways Act, 1890, as extended the law regarding the liabilities of railways to vessels on inland waters acting as agents for a railway. The Government of Lord Elgin carried out the necessary amendment by the enactment of section 5 of Act IX of 1896. The River Steamer Companies who had started the discussions had meanwhile again memorialised the Secretary of State and the

Government of India, praying to be relieved from some of the liabilities which fall upon them as Common Carriers. After consulting the Local Governments and Administrations and the mercantile communities concerned, and after giving the Companies every opportunity of putting forth their views and for criticising the views of their opponents, the Governor General in Council came to the conclusion that no case was made out for re-opening the question generally, as the chief cause of complaint, that steamboats belonging to railways were relieved of the obligations of the Carriers Act, had been removed; and the memorialists appeared to be in the habit of availing themselves of liberty to contract themselves out of those obligations to a large degree. But His Excellency in Council considered that the period of limitation of suits for compensation for losing or injuring goods should be reduced from two years to one year in the case of all carriers, and that notice of loss, damage, or non-delivery should be given within six months. A Bill has accordingly been introduced into the Imperial Legislative Council with the approval of the Secretary of State.

Religious Endowments Bill.—In a question which was put by the Honour-

Letter from the Government of Madras, No. 73 (Legislative), dated 26th May 1894, and enclosures.
Letter to the Government of Madras, No. 1485, dated 7th September 1894.

Letter from the Government of Bengal, No. 752 T.R., dated 12th October 1894, and enclosures.

Letter to the Government of Bengal, No. 1879, dated 3rd November 1894.

Draft Bill.

Statement of Objects and Reasons.

able the Maharaja of Ajudhia in the Council of the Governor General, in March 1894, it was suggested that the funds of religious endowments were being misapplied and directed from their original purposes, with the result that throughout the country a strong feeling existed of dis-

satisfaction at the mismanagement of endowments. It was explained in Council by the Honourable Member in charge of the Home Department, that the position of Government, as regulated by Act XX of 1863, is one of neutrality; but as that Act enables interested persons to sue the trustees for misfeasance, and as a further remedy for malversation in respect to such funds is supplied by section 539 of the Code of Civil Procedure, the Government of India did not propose to direct Local Governments to inquire into the matter in the absence of representations from the persons or public bodies interested in religious endowments, accompanied by evidence that the above remedies are insufficient. Subsequently the Government of Madras forwarded a draft Bill to provide for the better administration of Hindu religious endowments in the Madras Presidency, which had been prepared by six Hindu gentlemen. The Governor General in Council was unable to accord his sanction to the legislation proposed by the Local Government, as it involved the repeal of the Act of 1863—so far as it concerned Hindu religious endowments in that Presidency—and the enactment of a law based upon principles which were to some extent inconsistent with those contained in that Act, and which the Governor General in Council desired to maintain. The Government of Bengal had about the same time received memorials from the British Indian and Indian Associations praying that sub-committees of District Boards, consisting exclusively of Hindus, should be appointed to supervise and control the establishments of Hindu religious endowments of a public character. Sir Charles Elliott, the Lieutenant-Governor, while sharing the views of the Governor General in Council as to the undesirability of official interference with religious endowments, was prepared to consider a matured scheme on the lines of the Charity Commission in England for the protection of the funds of such endowments from malversation. The Governor General in Council did not consider that the memorialists had furnished any grounds for altering the opinion that the existing law would not be found to be ineffective if the persons

interested were prepared to make a genuine effort to enforce it. Nor did the representatives from Bengal establish any more than did those received from Madras, that legislative action was advisable or opportune, or satisfy the Governor General in Council that it was desired by the great body of Hindus in Bengal, or indeed by more than a small minority of the Hindu community. More moderate proposals for legislation were made in a draft Bill prepared by the Honourable Rai Bahadur P. Ananda Charlu. Leave was given to introduce this Bill in the Council of the Governor General for making Laws and Regulations, under Section 19 of the Indian Councils Act, 1861. But it was explained that all that the Government agreed to was the introduction of the Bill, and that they expressed no opinion whatever on its merits, and reserved their right to oppose its further progress at a subsequent stage should that be deemed advisable. Reports containing opinions upon the Bill have been received from most of the Local Governments and Administrations; they show a very large preponderance of the authorities and persons interested opposed to the Bill.

PROJECTS OF LAW NOT YET INTRODUCED INTO THE LEGISLATIVE COUNCIL.

Consolidation of the Indian Penal Code.—The Indian Penal Code, 1860, has been expressly amended by twenty Acts passed at different times, and its provisions have also been supplemented or modified by other enactments which do not always in terms refer to it and to which it contains no reference. It has been decided therefore, with the approval of the Secretary of State, that these various provisions should be consolidated so that the body of substantive criminal law which applies to the whole of British India should be included in a single Act.

Consolidation of the Petroleum Acts.—It has been decided that the law on the subject of the importation, possession and transport of petroleum should be consolidated and that the opportunity should be taken to apply the provisions of the Act to solid substances of a dangerous nature, such as carbide of calcium. A Bill has been drafted and is now under the consideration of the Government of India.

Consolidation of the Code of Civil Procedure.—The work of consolidating and amending the Law of Civil Procedure is, with the sanction of the Secretary of State, about to be commenced.

LEGISLATION IN LOCAL COUNCILS.

The principal measures passed in the Local Councils and assented to by His Excellency the Governor General are the following :—

MADRAS.

The Malabar Marriage Act, 1896.

An Act to amend the District Municipalities Act, 1884, passed in 1897.

The Malabar Wills Act, 1898.

BOMBAY.

An Act to amend the City of Bombay Municipal Act, 1893, passed in 1894.

An Act to amend the Boiler Inspection Act, 1891, passed in 1897.

An Act to amend the Bombay District Police Act, 1890, passed in 1898.

An Act for the improvement of the City of Bombay, 1898.

BENGAL.

The Calcutta Tramways Act, 1894.

An Act to amend the Bengal Municipal Act, 1884, passed in 1894.

The Lepers Act, 1895.

An Act to further amend the Suburban Police Act, 1866, and the Calcutta Police Act, 1866, passed in 1895.

The Sanitary Drainage Act, 1895.

The Calcutta Electric Lighting Act, 1895.

The Protection of Muhammadan Pilgrims Act, 1896.

An Act to further amend the Bengal Municipal Act, 1884, passed in 1896.

The Rain-gambling Act, 1897.

The Calcutta Police Act, 1898.

NORTH-WESTERN PROVINCES AND OUDH.

The Sewerage and Drainage Act, 1894.

An Act for the validation of the registration and authentication of certain documents, passed in 1894.

An Act to amend the Municipal Acts of 1873 and 1883, passed in 1895.

An Act to amend the Water Works Act, 1891, passed in 1895.

The Honorary Munsifs Act, 1896.

PUNJAB.

The General Clauses Act, 1898.

BURMA.

The General Clauses Act, 1898.

The Ferries Act, 1898.

The Municipal Act, 1898.

LOCAL BILLS.

Bill to amend the Madras Local Boards Act, 1884.—In March 1898 the Government of India agreed to the introduction into the Madras Legislative Council, and sanctioned the penal clauses, of a Bill to amend certain minor defects which experience had brought to light in the provisions of this Act.

Bill to amend the Calcutta Municipal Consolidation Act, 1888—In

Letter from the Government of Bengal, No. 383, dated the 17th June 1897.

Letter to the Government of Bengal, No. 1, dated the 3rd January 1898.

Despatch to the Secretary of State, No. 1, dated the 6th January 1898.

Despatch from the Secretary of State, No. 25 (Revenue), dated the 10th February 1898.

March 1898 the Government of India sanctioned the introduction into the Bengal Legislative Council of a Bill to amend the Calcutta Municipal Consolidation Act of 1888. The insanitary condition of Calcutta was brought prominently

to the notice of the Government of Bengal when the city was first threatened with plague and was found to be so serious as to be a cause of danger, not only to the citizens, but to the trade and prosperity of the Province. The neglect to maintain the city in a proper sanitary condition was considered to be largely due to the failure of the Municipal Corporation to carry out the duties entrusted to them, and to their having, by the formation of large sub-committees and in other ways, assumed in too great a degree the executive functions which should properly belong to the Chairman of the Municipality and his subordinates.

The Government of Bengal being convinced that better administration and more efficient working were not to be looked for without a radical change in system prepared a draft Bill reconstructing the existing Act and defining and increasing the powers of the executive. In the Bill special attention is paid to sanitation, drainage, and water-supply, and revised building regulations will be embodied in it. The Bill was introduced into the Bengal Legislative Council on the 19th March 1898, and is under consideration in Select Committee.

Bill to amend the North-Western Provinces and Oudh Municipal Acts.—A draft Bill to amend Acts XV

Letter from the Government, North-Western Provinces and Oudh, No. 2710, dated the 6th December 1897.

Letter to the Government, North-Western Provinces and Oudh, No. 47, dated the 25th March 1898.

of 1873 and XV of 1883 was submitted by the Local Government in December 1897, and sanction was accorded in March 1898 to its introduction into the North-Western

Provinces and Oudh Legislative Council. The Bill is intended to substitute a new and improved Act for the two Municipal Acts now in force, both with a view to conferring extended powers on Municipal Bodies, and to safeguarding private rights more closely by defining the conditions under which the powers may be exercised.

CHAPTER X.

MISCELLANEOUS.

Hook swinging.—The question of legislating on the subject was raised by

Despatch from Secretary of State, No. 2 (Judicial), dated the 5th January 1893.

Circular letter to Local Governments and Administrations, No. 12 Judicial—674-82, dated the 15th June 1893.

Despatch to Secretary of State, No. 28 (Judicial), dated the 27th June 1893.

Despatch to Secretary of State, No. 11 (Judicial), dated the 28th March 1894.

Presidency, the Government of India did not think that general legislation should be undertaken.

Letter to the Governments of Madras, Bombay and Bengal, and the High Court, Calcutta, Nos. 428—31, dated the 26th March 1891.

Letter from the Government of Madras, No. 2281, dated the 5th November 1891.

Letter from the Government of Bombay, No. A. 4203, dated the 6th August 1891.

Letter from the Government of Bengal, No. 1788 J., dated the 22nd April 1891.

Letter from the High Court, Calcutta, No. 586, dated the 27th August 1891.

Letter from the High Court, Calcutta, No. 576, dated the 11th July 1893.

Letter to the Governments of Madras, Bombay, Bengal, and the High Court, Calcutta, No. 119—122, dated the 24th January 1895.

the Secretary of State in 1893, and after communication with the Local Governments and Administrations, Sir Henry Fowler was informed in 1894 that, as the practice did not now prevail in any part of India except the south of the Madras

Office of Sheriff.—The question of making the Office of Sheriff in Presidency Towns a purely honorary and ceremonial one was taken up during Lord Lansdowne's Viceroyalty. But after a careful consideration of the matter, it was decided in 1895 not to make any changes in the law relating to the office.

Society of Comparative Legislation.—In 1895, the Secretary of State

Despatch from Secretary of State, No. 23 (Judicial), dated the 18th July 1895.

Despatch to Secretary of State, No. 24 (Judicial), dated the 1st September 1896.

addressed the Government of India regarding the Society of Comparative Legislation which has been formed under the presidency of the Right Honourable Lord Herschel. After consulting the Local Governments and Administrations and the High Court, Calcutta, the Governor General in Council informed the Secretary of State that the general opinion in India was opposed to the constitution of a branch of the Society in the country at present. A list of the gentlemen in India who were willing to act as corresponding members of the Society was forwarded at the same time.

Receipt of fees by Government servants for executing commissions issued

Resolution No. 11-Judicial 1173—1190, dated the 8th September 1896.

by Civil Courts.—This question was re-considered by the Government of India in 1896, and rules were laid down on the subject.

Formation of a colony for Sansiahs—The Sansiahs are a criminal tribe.

Attempts made from time to time by various methods to reclaim them from their habits of crime have proved to be more or less unsuccessful. In 1896 it was decided by the Government of the North-Western Provinces and Oudh to establish a colony of these people in the Kheri District. The colony is in charge of a Deputy Magistrate subject to control by higher officers, and the Sansiahs are offered inducements to settle down as agriculturists.

Letter from the Government of the North-Western Provinces and Oudh, No. 1323, dated the 25th April 1896.

Letter from the Government of the North-Western Provinces and Oudh, No. 554, dated the 10th June 1896.

Letter to the Government of the North-Western Provinces and Oudh, No. 997, dated the 21st July 1896.

Letter from the Government of the North-Western Provinces and Oudh, No. 1071, dated the 21st October 1896.

Letter to the Government of the North-Western Provinces and Oudh, No. 5, dated the 5th January 1897.

Proposed law relating to Life Assurances.—The proposal submitted by

Letter from the Government of Bombay, No. 4729, dated the 8th July 1896.

Letter to the Government of Bombay, No. 154, dated the 17th February 1897.

the Government of Bombay in 1896 for legislation with the object of supplying what were thought to be certain defects in the law of India relating to Life

Assurance was considered by the Government of India, and it was decided that no action should be taken in the matter for the present.

Kine-slaughter.—In May 1894, the Hindu community of Bareilly submit-

Letter from the Government of the North-Western Provinces and Oudh, No. 666, dated 2nd June 1894.

ted a petition to the Government of India Praying that the orders passed by the Government of the North-Western Provinces

and Oudh, in a Resolution of 1893, regarding the slaughter of kine on the occasion of the Bakar Id in that city, might be modified, and that cow slaughter might be absolutely prohibited within the limits of the town in accordance with

* Letter to the Government of the North-Western Provinces and Oudh, No. 1036, dated the 12th June 1894.

† Letter from the Government of the North-Western Provinces and Oudh, No. 823, dated 22nd June 1894, and enclosures.

Letter from the Government of the North-Western Provinces and Oudh, No. 1222, dated 10th September 1894.

Letter to the Government, North-Western Provinces and Oudh, No. 1937, dated 28th November 1894.

old custom. On a * report being called for from the Local Government, it was found† to be established that Muhammadans, during the period of Muhammadan power in Rohilkhand, used to sacrifice kine at their festivals in Bareilly, and that the Hindus of that city had entirely failed to prove their allegation that kine-slaughter

was absolutely prohibited there by old custom. It was at the same time found to be evident, however, that restrictions were usually enforced at Muhammadan festivals. The Government of India, therefore, agreed to the orders which the Local Government proposed to issue for maintaining the lawful liberties of the Muhammadans and for preventing irritation being caused to the feelings of the Hindu community, *viz.*, that the District Magistrate should be responsible for not permitting sacrifices (i) in Hindu quarters, or (ii) in other localities or places where the ceremonies would be likely to cause annoyance to the reasonable feelings of Hindus. The orders also provided that the localities and number of sacrifices should be regulated by a strict regard for the sanitation of the town.

Letter from the Chief Commissioner of Burma, No. 1151 $\frac{10\text{ C}}{28}$, dated 31st March 1896, and enclosures.

Letter to the Chief Commissioner of Burma, No. 788, dated 28th April 1896.

Letter from the Chief Commissioner of Burma, No. 81 $\frac{10\text{ C}}{39}$, dated 26th February 1897.

Letter from the Government of India, to the Chief Commissioner of Burma, No. 441, dated 24th March 1897.

In March 1896, the Muhammadan community of Rangoon memorialised the Government of India complaining against the orders issued by the Government of Burma in regard to the sacrifice of kine with a view to prevent the recurrence of disturbances during the Bakar Id. The Government of India declined to interfere.

Serious riots.—The riots in February 1894 between the Hindus and the

Letter from the Government of Bombay, No. 3863, dated the 6th June 1894, and enclosures.

Muhammadans at Yeola, in the Nasik District of the Bombay Presidency, were

the result of ill-feeling which originated from a Hindu religious procession, with music, passing a Muhammadan mosque, the throwing of a dead pig into a mosque and the burning of a Hindu temple. There was much destruction of property, and five persons, one a Hindu and four Muhammadans, were killed.

Disturbances occurred in the Kamrup and Darrang Districts in Assam on

Letter from the Chief Commissioner of Assam, No. ^{67 Police} 823-J., dated the 12th February 1894, and enclosures.

Telegram from the Chief Commissioner of Assam, No. 954-J., dated the 13th February 1894.

Letter from the Chief Commissioner of Assam, No. ^{122 Police} 1859-J., dated the 23rd March 1894, and enclosures.

the introduction of new assessments of land revenue in 1894. In the Kamrup District, one person, who was beaten by the rioters, died; and in the Darrang District 12 raiyats were killed or seriously wounded by the Military Police who were compelled to fire on the mob in self-defence.

In April 1895, there was a riot at Kalugumalai, a village in the Madras

Order of the Government of Madras, No. 2451, dated the 26th November 1895, and enclosures.

Presidency, between the Shanars, a very low class of Hindus, and Hindus of other

castes. The village in question is renowned for its temple, annual festivals and cattle fairs. Two hundred Shanars had recently been converted to Roman Catholicism, and the riot occurred during the Hindu car procession, in front of the Roman Catholic Church. The church was set on fire and about seventy houses were destroyed. The manager of the temple, the Village Munsif, and a third man were killed; and seven other persons died from suffocation or burning.

A riot occurred at Dhulia in the Khandesh District of the Bombay Pre-

Letter from the Government of Bombay, No. 7881, dated the 12th November 1895, and enclosure.

Letter to the Government of Bombay, No. 305, dated the 18th February 1896.

sidency in September 1895, in consequence of the Muhammadans objecting to the Hindus playing music before a mosque during a Hindu festival. The

Police were compelled to fire on the mob; nine persons were killed and 22 others were wounded.

The riots at Chitpur and in the northern parts of Calcutta on the 30th June

Letter from the Government of Bengal, No. 4113-J., dated the 28th July 1897, and enclosures.

and 1st July 1897, took place in connection with the delivery of possession to the

Tagore estate, in execution of a decree of a Civil Court, of a piece of land containing a hut which was alleged to be a mosque. Although the mass of the people who took part in the riots were influenced by religious sentiment, many among the rioters had no interest whatever in the religious question and were animated solely by the desire of causing disorder. It was necessary to call out the troops, including some of the local volunteers, but fire-arms were only used when the mobs could not otherwise be dispersed. There was some destruction of property during the riots, and 34 Police Officers and men received injuries, of which one constable died. The number of rioters killed was 11, and about 20 received gunshot wounds. A considerable number also received injuries from the sticks used by the Police in dispersing the crowds.

Riots occurred in the Nagpur District of the Central Provinces in September

Letter from the Chief Commissioner of the Central Provinces, No. 7085, dated the 17th October 1896, and enclosure.

1896; they were due to the raising of the rates at which grain was sold. There

was considerable destruction of property in the city of Nagpur, and the troops, including the local volunteers, had to be called out. But though the riots at one time assumed grave proportions and threatened serious consequences, they were eventually suppressed without loss of life.

The riot at Palghar in the Thana District of the Bombay Presidency in November 1896 was ascribed to the refusal by the Deputy Magistrate of certain

preposterous demands made by a mob of Koli cultivators who assembled round his camp. They wrecked some Government property and then dispersed. Subsequently two thousand men of almost all classes, carrying sticks, gathered together again, but were duly dispersed when the Police fired on them by the order of the Magistrate. Two men were killed and one was wounded.

In July 1897, the Koyas, a hill tribe in the agency tracts of the Godavari District, plundered certain villages in that district. The rising was due partly to the bad season. Three of the men were shot by the Police.

In the Chapter on Plague (page 39 of this Summary) reference is made to outbreaks of violence in connection with the plague. The most serious of these plague riots were the Bombay riots on the 9th March 1898, the riots at Garhshankar in the Hoshiarpur District on the 28th April, and the riot at Seringapatam near Mysore City of November 1898.

In Bombay City the disturbance began with the attempted removal of a Muhammadan female patient to hospital. A mob collected and became so dangerous that the police had to fire on them. The firing dispersed the mob, but smaller disturbances occurred in other places, and a number of isolated Europeans were attacked and ill-treated. A military force had to be used for guarding the town. The casualties were :—Four soldiers and non-commissioned officers killed, one non-commissioned officer seriously injured ; one Municipal Inspector shot himself by accident ; one Police Inspector, 2 constables seriously injured, and 13 constables and 5 native police slightly injured ; general public, 17 injured and roughly handled, including one nurse ; rioters, 9 killed and 22 more or less seriously injured. One hundred and nine of the rioters were arrested.

At Garhshankar a collision occurred on the morning of the 28th April 1898, during the evacuation of the town, between the people and a party of police, who were suddenly attacked by a crowd while marching down a narrow street. Some of the police fired without orders, and several villagers were wounded. The firing was immediately stopped, and the police were withdrawn, and a larger force was collected and sent without fire-arms. No further opposition was experienced. Eight persons died of buck-shot wounds, and 26 constables were injured by stones.

The riot at Seringapatam occurred in the middle of November 1898. The lives of some of the local officials of the State were threatened in connection with the segregation of a plague patient. Some of the local and Imperial Service Troops were requisitioned from Mysore, and about fifty arrests were made. Shortly after a determined attempt at rescue was made, assistance being given by the inhabitants of surrounding villages. The troops fired on the mob, which dispersed without further violence. About 13 men were killed and 30 wounded.

Indian Arms Act, 1878 (XI of 1878).—In order to draw a distinction between rifles imported into India for *bonâ fide* sporting purposes and those capable of being used for military purposes, the importation of which it is desirable to

Home Department circular letter Nos 1145—
1148, dated the 29th July 1895.

watch, the Maritime Governments were informed in 1895 that all rifled arms fitted for a bayonet or sighted beyond a range of 300 yards should in future be considered as rifles capable of being used for military purposes, and that the special order of the Governor General in Council, certified under the signature of the Home Secretary, would be required for their importation. A half-yearly

return of rifles imported was prescribed, distinguishing the rifles in question, and exhibiting their number and description. These orders were so far modified in

Home Department Nos. 16-(Public)—1062—
1065, dated the 15th June 1896.

1896 that the Local Governments concerned were authorised to sanction the importation of such rifles intended for *bond fide* sporting purposes, provided that, in the case of weapons intended for a Prince or subject of a Native State, the sanction should not be given without a previous reference to the Government of India in the Foreign Department, and that in other cases of doubt the matter should be referred to the Government of India in the Home Department. It subsequently came to the knowledge of the Government of India that gun-makers in England and elsewhere, being aware of the above orders, usually fitted sporting rifles, intended for sale in India, with sights for distances up to 300 yards only, so as to avoid the delay and trouble involved in obtaining special orders for their importation into this country, and that these weapons were often, in all other respects, similar to those turned out with long-range sights, some of which took Government ammunition, and were capable of being fitted with sights for distances largely in excess of 300 yards. The scope of the previous orders

Home Department circular letter Nos. 1620—
23, dated the 3rd August 1897.

was, therefore, extended so as to include all rifles which take Government ammunition as coming within the definition of rifles capable of being used for military purposes.

Prompt communication by Local Governments to the Government of India

Circular to Local Governments, etc., Nos. 1432—
41, dated 24th August 1897.

of information regarding matters of political or administrative importance, or events which have excited public interest.—The Government of India have occasionally received the first news regarding such matters from the newspapers. As it is undesirable that the Supreme Government should remain in ignorance of important events until they become generally known, the Local Governments and Administrations were requested to issue instructions to local officers generally not below the rank of Commissioner, to despatch direct to the Government of India duplicates of the telegrams in which they report matters of importance to the Local Government or Administration.

Constitution of a Lieutenant-Governorship in Burma, and creation of Local Legislatures in the Punjab and in Burma.—In October 1895 the Government of

Despatch to the Secretary of State, No. 304
(Financial), dated 23rd October 1895.

Despatch from the Secretary of State, No. 1
(Public), dated 9th January 1896.

India renewed the recommendation which had been made by Lord Dufferin's Government in 1887-88 that the Chief Commissionership of Burma should be constituted a Lieutenant-Governorship. The Secretary of State was disposed to agree that the time was ripe, or nearly ripe, for relieving the Government of India from the details of administration in Burma and for vesting in the head of that Province a more effective responsibility and more independent powers. It appeared to Lord George Hamilton that this object might be attained by a larger delegation to the Chief Commissioner of the powers of Government without raising him to the rank of Lieutenant-Governor, but it was admitted that the importance and character of the charge would warrant the change proposed. His Lordship pointed out, however, that, besides the financial aspect of the question, there were legislative obstacles to be considered. He asked the Government of India to consider and report upon the question whether the time had not come at which Burma might possess a Legislative Council of its own; and, in the event of a Council being

constituted there, he considered that a similar concession could not be withheld from the Punjab. The establishment of a Legislative Council in the latter

Despatch to the Secretary of State, No. 64 (Public), dated 25th August 1896, and enclosures. Province had been advocated in 1891 by

Sir James Lyall, then Lieutenant Governor, but the Government of India had reserved the question for the consideration of his successor, Sir Dennis Fitzpatrick, and after receiving an intimation of his views, they had determined not to take any further action. Sir Dennis Fitzpatrick was again consulted in connection with the inquiry made by the Secretary of State in 1896. In forwarding to His Lordship a note recorded by him, the Government of India, concurring in his views, were opposed to the establishment of a Legislative Council in the Punjab. They however supported the recommendation of the Chief Commissioner of Burma for the establishment of a Legislative Council in that Province, to consist of nine Councillors, of whom four should be non-officials, one of these four being recommended by a Joint Committee appointed by the Rangoon Chamber of Commerce, the Rangoon Municipal Committee and the Commissioners for the Port of Rangoon; and the remaining three being nominated by the Lieutenant-Governor after consultation with the Commissioners of Divisions and the Educational Syndicate of Burma, provided that one at least of the persons so nominated should be a native of Burma and one at least a native of some other part of India or of China. The Government of India also concurred with the Chief Commissioner of Burma in thinking that the rules made under section 2 of the Indian Councils Act of 1892 by the Lieutenant-Governor of Bengal for the discussion of the Financial Statement and for asking questions might be adopted for Burma without

Despatch No. 116 (Public), dated 3rd December 1896. material alteration. The Secretary of

State in replying considered that some of the difficulties might be removed by a clear understanding as to what was intended by the establishment of local legislatures, namely, that at the beginning the members of the Councils should be simply nominated as provided in the Act of 1861, it being clearly understood that none of the conditions under which nominations might be made and none of the enlarged powers which had been conceded to the older Legislative Councils under the Act of 1892 should be extended to the Councils in the Punjab and Burma until further experience showed, as had already been shown in the case of the other Provinces, that the experiment of creating a Council under the Act of 1861 had been justified by results, and that the enlarged powers under the Act of 1892 could be extended to the Councils. On this understanding the Lord George Hamilton in Council pronounced in favour of creation of local legislatures both in Burma and in the

Notification No. 509, dated 9th April 1897.

Punjab. The constitution of a Lieutenant-Governorship in Burma was also sanctioned.

On the 9th of April 1897, the Government of India published the Proclamations to which the sanction of Her Majesty the Queen, Empress of India, had been signified by the Secretary of State in Council, extending to the Punjab and to Burma the provisions of the Indian Councils Act, 1861 (24 and 25 Vict., cap. 67), with effect from the 1st of May 1897, and appointing Sir Frederic William Richard Fryer, K.C.S.I., to be the first Lieutenant-Governor of Burma. The Proclamations specified nine as the number of Councillors whom the Lieutenant-Governor of each of the Provinces might nominate. The rules framed by the Local Governments for the conduct of business at Meetings of the Councils of the

Despatch No. 48 (Public), dated 11th August 1897.

Lieutenant-Governors of the Punjab and Burma, respectively, were approved by the

Governor General in Council and were communicated for the information of the Secretary of State. His Excellency the Governor General was also pleased to permit the title of "Honourable" to be borne by the Members of the Councils of the Lieutenant-Governors of the Punjab and of Burma for the purpose of making laws and regulations. The Government of the Punjab proposed to appoint one

Despatch to the Secretary of State, No 41, dated 14th July 1897.
Despatch No. 29 (Legislative), dated 16th September 1897.

of the Judges of the Chief Court in that Province to be a Member of the Legislative Council; but the Secretary of State, to

whom the question was referred, was unwilling to depart from the practice which had prevailed since 1861 by which the Judges of a High Court were debarred from holding a seat in Legislative Councils, and the proposal of the Government of the Punjab was disallowed.

Celebration of the completion of the sixtieth year of the reign of Her Majesty the Queen, Empress of India. - Following the precedent of allowing two days for the celebration of the Jubilee of Her Majesty in 1887, and after consulting the mercantile community through Local Governments, the Governor General in Council, though doubtful whether any public rejoicings would be appropriate when famine prevailed in most parts of the country and when the Presidency of Bombay was visited with plague, yielded to the loyal and general desire of the community and announced on the 16th April 1897 that Monday and Tuesday, the 21st and 22nd of June, should be observed as public holidays throughout British India for the celebration of the completion of the

Circular to Local Governments, etc., Nos. 545-54, dated 17th April 1897.

sixtieth year of the reign of Her Majesty the Queen, Empress of India. In making that announcement the Governor General

in Council intimated to Local Governments and Administrations that, while famine and plague prevailed over wide areas of the country, it was undesirable that there should be large public ceremonials, or that great assemblages of people should be encouraged. His Excellency in Council was assured that the executive authorities might, on this occasion as on that of the Jubilee of 1887, safely yield the initiative in taking steps to commemorate the completion of the sixtieth year of Her Majesty's reign to the spontaneous action of the community at large.

The reports of the meetings which were held by the various public bodies and associations in every part of the Empire to consider the manner of celebrating the event and the measures which were eventually adopted by them gave

Telegram to all Local Governments, etc., Nos. 589-598, dated 23rd April 1897.

renewed evidence of the loyal devotion of the people of India to the person and throne of Her Majesty. Various bodies and sec-

tions of the community having expressed the desire to send deputations to England for the purpose of laying congratulatory addresses before Her Majesty in person, the Secretary of State, at the Viceroy's request, took Her Majesty's pleasure in the matter, and intimated that, in view of the special circumstances of the year, which involved a departure from the precedent of 1887 in regard to the reception of Chiefs in England, Her Majesty had been pleased to direct that addresses should on this occasion be submitted through Government and not personally, and had authorized the Viceroy to receive loyal addresses on her behalf. Accordingly, on the 22nd June 1897, His Excellency the Governor

Foreign Department Notification No. 2206-I.A., dated 10th June 1897.

General, who was accompanied by His Honour the Lieutenant-Governor of the Punjab, His Excellency the Commander-in-Chief in India and other high officials, received at the Town Hall congratulatory addresses from the members of about 40 deputations who had assembled at Simla. A special thanksgiving service was held at Christ Church, Simla, on the 20th June. The ceremonials which took place under the different Local Governments were duly reported to the Government of India and the Secretary of State. Besides the addresses already referred to, over 300 telegrams of congratulation and about 500 addresses from public bodies and individuals in British India, many of them enclosed in handsome caskets or other ornamental cases, were despatched for Her Majesty's acceptance. Her Majesty was graciously pleased to express her appreciation of the sentiments contained in the loyal messages.

As in 1887, the Local Governments and Administrations were desired to release, as an act of clemency and grace, 10 per cent. of all convicts under sentence, provided that their release was not likely to give rise to a revival of blood feuds or professional crime, besides all female convicts whose offences were not of a serious nature, all persons under sentence of one month's imprisonment or less, who had on the 22nd of June 1897 worked out half their sentence, and all persons under sentence of not more than six months' imprisonment, whose offences were in any way attributable to the distress which had prevailed in 1896-97. All civil prisoners whose debts did not exceed Rs. 100, and who were poor and not fraudulent, were also released, the Government paying their debts. To those who in the interests of society could not be released, remissions graduated according to the character of the sentence in each case were granted up to one month's remission for each year passed in jail. The absolute release of a fixed number of convicts in the Penal Settlement of Port Blair and the Nicobars was also sanctioned. Special consideration was given to the question of the release of Burmans convicted of dakaiti and similar offences during the disturbances which followed the annexation of Upper Burma. Twenty-two thousand and eighty-two criminal and 108 civil prisoners were released under these orders.

Earthquakes in Bengal and Assam.—A telegram from the Secretary of State

Letter from the Chief Commissioner of Assam, No. 5409 G., dated the 14th August 1897, and appendices.

Letter from the Chief Commissioner of Assam, No. 1522-MISC., dated the 1st October 1897.

Letter from the Government of Bengal, No. 5411 J., dated the 6th December 1897, and enclosures.

was published for general information. The reports received from the Government of Bengal and from the Chief Commissioner of Assam of the injuries done by the earthquakes were forwarded to the Secretary of State.

Representation from the Dundee Chamber of Commerce concerning the Indian Factories Act, and the desirability of extending its restrictions.—With

Despatch from Secretary of State, No. 18 (Revenue), dated the 31st January 1895, and enclosure.

reference to certain Resolutions passed by the Dundee Chamber of Commerce the

Circular letter to Local Government and Administrations, Nos 6-622—630, dated the 24th April 1895.

Despatch to Secretary of State, No. 11, dated the 26th February 1896, and enclosures.

the alleged want of adequate and systematic inspection of factories by officials, trained and appointed to the work, and the shift system.

Prevention of accidents in factories arising from the adjustment of belting on machinery while in motion.—After

Circular letter to certain Local Governments and Administrations, Nos. 8-714—720, dated the 30th June 1894, and enclosure

Circular letter to certain Local Governments and Administrations, Nos. 9-724—729, dated the 6th May 1895.

Circular letter to certain Local Governments and Administrations, Nos. 695—700, dated the 14th May 1896, and enclosure.

Letter from the Government of the North-Western Provinces and Oudh, No. 1856, dated the 5th August 1893.

Circular letter to Local Governments and Administrations (except North-Western Provinces and Oudh), Nos. 21-1180—1188, dated the 25th September 1893.

Letter to Government of the North-Western Provinces and Oudh, No. 1189, dated the 25th September 1893.

Letter to the Governments of Bengal, North-Western Provinces and Oudh, and the Punjab, Nos. 687—689, dated the 23rd June 1894.

Letter to the Government of Madras, No. 690, dated the 23rd June 1894.

Despatch to Secretary of State, No. 7 (Judicial), dated the 28th February 1894.

Despatch from Secretary of State, No. 46 (Revenue), dated the 19th April 1894.

Despatch to Secretary of State, No. 48 (Judicial), dated the 7th November 1894.

Despatch from Secretary of State, No. 9 (Revenue), dated the 17th January 1896.

Despatch to Secretary of State, No. 39 (Judicial), dated the 16th October 1895.

Despatch to Secretary of State, No. 45 (Judicial), dated the 4th December 1895.

Despatch from Secretary of State, No. 132 (Revenue), dated the 5th December 1895.

Despatch to Secretary of State, No. 41 (Judicial), dated the 11th November 1896.

Despatch to Secretary of State, No. 46 (Judicial), dated the 16th December 1897.

Government of India furnished the Secretary of State with their views on the points raised in the Resolutions, *viz.*, as to the working hours of women and children,

communication with the Local Governments and Administrations certain rules on the subject were suggested by the Government of India for adoption in the different provinces concerned.

Prevention of accidents to children at Cane-pressing Mills.—The Government of the North-Western Provinces and Oudh brought to notice in 1893 the occurrence of accidents to children at Cane-pressing Mills, in consequence of the faulty construction of the mills, and measures were thereupon taken to prevent the occurrence of such accidents.

Factories in India.—The despatches noted in the margin, and the enclosures of the despatches to the Secretary of State, relate to the annual reports received from the Local Governments and Administrations on the working of the Indian Factories Act, during the years 1892 to 1896.

Press Prosecutions.—Bal Gangadhar Tilak, proprietor, editor and publisher of the 'Kesari' newspaper and an elected member of the Council of the Governor of Bombay for making laws and regulations, and Keshav Mahadeo Bal, printer of the same paper, were tried in September 1897 on charges under section 124A of the Indian Penal Code for having excited feelings of disaffection towards the Government and attempted to excite such feelings. The latter was acquitted; the former was found guilty on the second charge and sentenced to undergo 18 months' rigorous imprisonment. An application for permission to appeal to Her Majesty's Privy Council against the conviction was rejected by a Full Bench of the Bombay High Court. In spite of this decision, an application was made to admit an appeal, but it was refused unanimously by the Privy Council in Full Court.

Charges of the same nature under section 124A of the Indian Penal Code were also brought against—(a) Ramchandra Narayan, the editor, and Krishnaji Dhonde, the proprietor and publisher, of the 'Pratod' newspaper. The former was sentenced by the Sessions Judge of Satara to transportation for life, and the latter to transportation for seven years. On appeal to the High Court at

Bombay the sentences were reduced respectively to one year's rigorous imprisonment and to three months' simple imprisonment. (b) Kashinath Vaman Lele, editor, printer and publisher of the 'Moda Vritt' newspaper. He was found guilty on trial at the High Court, Bombay, but was recommended to mercy on account of physical infirmity. He was sentenced to nine months' simple imprisonment. (c) Shankar Vishvanath Kelkar, printer, publisher, proprietor and editor of the 'Poona Vaibhav' newspaper, and Sakharam Gopal Parandekar, printer of the same paper. At the first trial before the Bombay High Court, the jury was divided, and the case was traversed to the next Sessions. Both accused having apologized, the Advocate General proposed the acceptance of the apologies, but asked the Chief Justice not to direct that the withdrawal of the prosecutions amounted to an acquittal. The accused were accordingly discharged.

Lapsed estates in India.—In 1898, the Secretary of State was furnished

Despatch from Secretary of State, No. 72 (Revenue), dated the 25th June 1896
Despatch to Secretary of State, No. 4 (Judicial), dated the 10th February 1898.

with statements relating to estates which had lapsed to Government from the time the information was available up to 1896.

Amendment of the Indian Registration Act (III of 1877).—In 1894 the Government of Madras proposed that section 22 of the Indian Registration Act

Letter to the Government of Madras, No. 1184, dated 10th August 1895.

Judgment of the Madras High Court on the petition of Naraina-Swami Pillai.

Circular to Local Governments, etc., No. 500-508, dated 25th March 1898.

(III of 1877) should be repealed, and that power should be given to the Local Government to frame rules prescribing that in documents relating to landed

property, the property should be described, for purposes of identification, by reference to Government survey numbers in all cases in which it is possible to do so. The Governor General in Council approved the object which the Local Government had in view, but did not consider it advisable to resort to legislation, provided that the end desired could be attained by means of executive instructions. The Government of Madras subsequently pointed out, with reference to a judgment of the Madras High Court, that under the existing law registration cannot be refused for non-compliance by the parties with the directions proposed. The other Local Governments and Administrations have been consulted upon the proposal to legislate on the subject, and their views are awaited.

Powers of Volunteer officers to disperse unlawful assemblies.—The

Circular letter to Local Governments and Administrations, Nos. 346—355, dated the 28th March 1898.

Government of India have decided not to extend to Volunteer officers the powers conferred by law on Commissioned

officers of the Army, to disperse, on their own authority and under certain circumstances, unlawful assemblies. Local Governments and Administrations have also been told that the Government of India consider it undesirable that Volunteer officers should be called out for the dispersion of unlawful assemblies when regular troops are available and in sufficient numbers for the purpose.

Mappilla outbreak in Madras.—In 1896 a Mappilla outbreak occurred in

Despatch from Government of Madras, to Secretary of State, No. 7 (Judicial), dated 26th October 1896, and enclosures.

East Ernad in the Malabar District. Mr. H. M. Winterbotham, Member of the Board of Revenue, was directed by the

Government of Madras to make inquiries regarding the causes of this outbreak, and the report submitted by him was forwarded by the Government of Madras to the Secretary of State in October 1896. Disturbances also occurred in 1897

and 1898, but they were not of much consequence and were promptly suppressed.

Reduction in the pay of the Law Officers at Calcutta.—At the request

Despatch from Secretary of State, No. 21 (Finl.), dated the 7th February 1895.

Despatch to Secretary of State, No. 17 (Finance and Commerce), dated the 13th January 1897.

of Sir Henry Fowler, this question was again considered by the Government of India. They were satisfied that the salaries of the Law Officers could not be

reduced if competent men were to be obtained. The Governor General in Council is, however, reconsidering the whole question of the legal business of the Government of India.

Reorganization of the Law Department in the Punjab.—This was sanc-

Despatch to Secretary of State, No. 211 (Finance and Commerce), dated the 4th August 1897.

Telegram from Secretary of State, dated the 8th September 1897.

tioned in 1897. There are now (i) a Legal Remembrancer; (ii) a Government Advocate; and (iii) a Junior Government Advocate in the Province.

Distribution of duties between the Legislative Department of the Govern-

Resolution Nos. 1337—45, dated the 6th October 1897.

ment of India and the Law Officers of the Government.—In 1897 the Government

of India appointed a Committee under the presidency of the Chief Justice of Bengal to report upon the following points:—(1) whether it is possible to define the duties of the Law Officers of the Government and in particular whether it would be possible to prescribe for these officers minutes of appointment which should, without unduly limiting the rights of Government, expressly state the duties which are required of them; (2) whether in the case of future incumbents of the offices of Advocate General at Calcutta, Madras and Bombay the term of appointment should be for five years with liberty to the Government to renew it for a similar or a shorter period, and (3) whether the amalgamation of the offices of Administrator General of Bengal, Official Trustee, Official Assignee and Official Receiver at Calcutta, in the manner proposed by the Finance Committee, is feasible or not, and, if not, whether the Committee are of opinion that the arrangements for the performance of the duties of these offices cannot be made more efficient and economical and, if so, in what manner. The report has been received and is under consideration.

Letter from H. W. C. Carnduff, Esq., dated the 29th April 1898.

Transfer of the South Lushai Hills from Bengal to Assam.—One of the

Letter from the Government of Bengal, No. 2489-P., dated the 13th August 1896.

Letter from the Chief Commissioner of Assam, No. 533 For. P., dated the 25th November 1896.

Letter to the Government of Bengal and the Chief Commissioner of Assam, Nos. 825—826, dated the 17th May 1897.

Letter from the Chief Commissioner of Assam, No. 390 For. P., dated the 9th June 1897.

Despatch to Secretary of State, No. 39, dated the 14th July 1897.

Despatch to Secretary of State, No. 67, dated the 14th October 1897.

proposals made by the Chin-Lushai Conference held during the Viceroyalty of Lord Lansdowne was that the South Lushai Hills, the Chittagong Hill Tracts and the Chittagong Division, including the political charge of Hill Tipperah, should be transferred from Bengal to Assam. After carefully considering the views of the Lieutenant-Governor and the Chief Commissioner, the Government of India in

communication with the Secretary of State decided that the Chittagong Division should not be transferred from Bengal to Assam, but that the South Lushai Hills should be transferred. This transfer was effected from the 1st April 1898.

Question of the action to be taken, with reference to sections 42 to 46 of the Indian Registration Act, 1877, in the matter of opening of Wills of deceased persons deposited for safe custody with the Registrars of Assurances.—This

Letter from the Chief Commissioner of the Central Provinces, No. 7989, dated the 19th November 1896, and enclosures.

question was raised by Sir Charles Lyall, the Chief Commissioner of the Central Provinces, who thought that it was an omission in the law to make no provision for the Registrars to bring to the notice of persons presumably entitled to apply under the Act the fact that a will had been deposited by a deceased person. The question for decision was whether the Government, having undertaken the safe custody of wills, should be responsible for verifying from time to time the existence of the testators, and, in

Circular letter from the Government of India to Local Governments, Nos. 171-82, dated 3rd May 189, and endorsement to the Chief Commissioner, Central Provinces, No. 683 of the same date.

the event of their death, for having the wills opened and the beneficiaries informed of the contents. The other Local Governments and Administrations were consulted, and the Governor General in Council, after considering their replies, came to the conclusion that there were valid objections to the proposals put forward.

Revision of the Warrant of Precedence for India.—In August 1896, a

Home Department Resolution No. ^{21 (Public)}_{1201 63}, dated 5th August 1896.

Committee was appointed to consider the subject of the revision of the Warrant of Precedence for India, and to discuss and report on the questions which required decision in connection with it. The existing Warrant of Precedence had been approved by Her Majesty the Queen, Empress of India, and received Her Royal Sign Manual on the 18th October 1876. Since its publication various proposals for amending the Table and Supplementary List attached to it had been made, and the Government of India had promised to consider them on the occasion of any general revision of the Warrant. The Committee consulted the Local Governments and Administrations and the different Departments of

the Government of India before making their recommendations. The Committee's Report, which was accepted by the Government of India with certain modifications, was forwarded to the Secretary of State in November 1897. A request for further information on some points has been received from His Lordship and has been complied with.

Report of the Committee, No. 17-P. C., dated 20th March 1897 (without enclosures).
Despatch from the Government of India, to Secretary of State, No. 78 (Public), dated 4th November 1897, with comparative statement, draft notification, and table of relative rank of officers in the army.

Despatch from Secretary of State, No. 71 (Public), dated 19th May 1898.

Despatch to Secretary of State, No. 66, dated 18th August 1898.

received from His Lordship and has been complied with.

Survey of the vernacular languages of India.—At the Seventh International Congress of Orientalists, held at

Vienna in 1886, a Resolution was passed by the Aryan Section, recommending a systematic survey of the vernacular languages of India. Lord Dufferin's Government recorded their opinion that the exploration of the really national vernacular dialects of India and their scientific treatment by comparative philology would be a work not only of literary interest, but also of some political importance, since it would result in bringing the official class into easier and closer communion with the people, and would be likely to prove of advantage to vernacular education and to foster the growth

1. Joint Report from Mr. G. A. Grierson and Dr. A. F. Rudolf Hoernle, dated 23rd November 1896, and enclosures.

2. Letter to the Honorary Secretary to the Asiatic Society of Bengal, No. 233, dated 26th February 1895, and enclosures.

3. Letter from the Honorary Secretary to the Asiatic Society of Bengal, No. K-1225, dated 4th September 1895.

4. Despatch to Secretary of State, No. 78, dated 10th March 1898.

5. Despatch from Secretary of State, No. 182 (Rev.), dated 5th May 1898.

of provincial sentiment. Lord Lansdowne's Government were unable, on financial grounds, to entertain a scheme for making a collection of specimens of every language and dialect spoken in India. Mr. G. A. Grierson, C.I.E., of the Indian Civil Service, who had drawn up that scheme, subsequently made an alternative proposal for a preliminary survey, having for its object the preparation of a sort of *catalogue raisonné* of the languages of India containing specimens of each. This alternative scheme, with some additional suggestions made by the Asiatic Society of Bengal, was sanctioned by Lord Elgin's Government in December 1895, and Mr. Grierson carried out the preliminary work, without extra remuneration, in addition to his own duties as Opium Agent of Patna. Since April 1898 he has, with the sanction of the Secretary of State, been employed on special duty in the compilation and editing of the specimens of the languages and dialects which have been collected.

Clerkships Examination.—The rules for the admission of clerks by a competitive examination to the clerical establishments of the Governments of India and Bengal, and attached offices, were modified in 1894 by the cancellation of the orders reserving for appointment by open competition a fixed proportion of Upper Division clerkships (*i.e.*, on pay of Rs. 200 and upwards). The system

Home Department Resolution No. ^{2 Examination,}
188-189
dated 5th June 1894, and rules attached.

Bengal Government's Resolution No. 364-T-F.,
dated 10th October 1894, and rules attached.

had proved unsuccessful as a means of filling vacancies in the Upper Division.

It was decided that ordinarily the posts in the Upper Division should be filled by

selection from posts in the Lower Division; but that, in the case of no clerk in the Lower Division of an office being considered qualified to fill a vacancy in the Upper Division of that office, the principle of competition should be maintained and the post thrown open to outsiders.

Examination of Members of the Indian Civil Service in the Russian language.—In 1894 the Secretary of State pointed out that an examination of the circumstances of the officers of the

Despatch from the Secretary of State, No. 116
(Public), dated 29th November 1894.

Circular to Local Governments, etc., Nos. 1-
18-27, dated 24th January 1895.

Indian Civil Service who had qualified as Interpreters in the Russian language showed that the majority of them were

not likely to be employed in any position in which their knowledge of Russian would be of benefit to the public service. He therefore directed that leave to proceed to Russia should be granted only to officers who seem likely to be employed before their active service comes to an end in situations where a knowledge of Russian may be of real advantage to the State. These instructions were communicated to Local Governments and Administrations, who were informed that applications would in future be closely scrutinized.

Encouragement of the study of Vernacular languages.—The following extensions of the system of granting rewards for acquiring a knowledge of vernacular languages have been sanctioned:—(i) In January 1896 the rules for the

Home Department Resolution No. ^{1 Examinations,}
18-32
dated the 18th January 1896.

Despatch from the Secretary of State, No. 23
(Public), dated the 12th March 1896.

Government of India, Resolution Nos. 195-
208, dated the 15th May 1897.

encouragement of the study of oriental languages among junior members of the Indian Civil Service were applied to Military Officers in permanent civil employ.

(ii) In May 1897 the same rules were, in so far as they relate to the High Proficiency Examination in vernacular (but not classical) languages, applied to Gazetted Police officers not being statutory natives of India, subject to the restriction that Police Officers are eligible for

rewards only for passing the examination in those vernaculars which are current

Letter to the Government of Burma, No. 202, dated the 21st May 1898.

Letter from the Government of Burma, No. 490—4-E.—7, dated the 20th June 1898, and enclosures.

Burma were extended with a view to encourage the study of such languages among non-Burman officers of the Civil Medical Department, of the Subordinate Civil Service, and of the grades of Inspectors of Police.

Revision of the rules for the encouragement of the study of the Chinese

Government of India, Home Department, Notification No. 239, dated the 29th May 1895.

Letter from the Chief Commissioner of Burma, No. 216-4-E.—14, dated the 9th March 1897.

Letter No. 233, dated the 11th June 1897, from the Government of India, Home Department, to Her Majesty's Minister, China.

Letter No. 712-B., dated the 8th March 1897, and enclosure from the Government of India, Military Department, to Her Majesty's Minister, China.

Letter from Her Majesty's Minister at Peking, dated the 6th May 1897.

Letter No. 2135-B., dated the 3rd September 1897, from the Government of India, Military Department, to Her Majesty's Minister, China.

Telegram from Her Majesty's Minister at Peking, dated the 20th December 1897.

Letter from Her Majesty's Minister at Peking, dated the 7th March 1898.

Letter No. 1957-B., dated the 4th July 1898, from the Government of India, Military Department, to Her Majesty's Minister, China.

Letter No. 391, dated the 8th September 1898, from the Government of India, Home Department, to the Government of Burma.

in the Province to which they belong.

(iii) In May 1898 the rules for the encouragement of the Karen and Shan languages and of frontier languages in

language by officers of the Burma Com-

mission.—In 1897 the Chief Commis-

sioner of Burma proposed a revision of

the rules which had been issued on the

above subject. The system had not been

found to answer well. There were defects

in the method of instruction and the

standard prescribed for the examination

had proved too high, especially as regards

its requirements of a knowledge of docu-

mentary Chinese. The matter is under

consideration in communication with Her

Majesty's Minister at Peking and the

Government of Burma.

Tours of the Secretary to the Board of Examiners.—In 1896 the Govern-

1. Letter No. 439, dated the 31st October 1895, from the Government of India, Home Department, to the President of the Board of Examiners.

2. Letter No. 934, dated the 5th November 1895, from the President, Board of Examiners

3. Letter No. 336, dated the 25th August 1896, from the Government of India, Home Department, to the President of the Board of Examiners.

4. Letter No. 339, dated the 25th August 1896, from the Government of India, Home Department, to the President of the Board of Examiners.

5. Letter No. 1277, dated the 31st December 1896, from the Secretary, Board of Examiners.

6. Letter No. 221, dated the 5th June 1897, from the Government of India, Home Department, to the President of the Board of Examiners.

7. Circular Nos. 386—393, dated the 30th October 1897, to all Local Governments and Administrations except the Governments of Madras and Bombay.

8. Circular letter Nos. 48—52, dated the 14th February 1898, to the Governments of the North-Western Provinces and Oudh and Punjab and the Chief Commissioners of the Central Provinces and Coorg and the Resident at Hyderabad.

ment of India decided that the

Secretary to the Board of Ex-

aminers should make a tour

from Calcutta twice a year for

the purpose of presiding at the

examinations of Military Offi-

cers in Urdu by the Higher

Standard and of conducting

the examinations of Civil as

well as Military candidates in

Urdu or Hindi by the High

Proficiency Standard in the

North-Western Provinces and

Oudh and the Punjab. The

half-yearly examinations are to be held alternately at Lucknow and Lahore.

Mortality from wild animals and snakes.—The Government of India have not found it necessary to lay down any fresh general instructions for the prevention of mortality by wild animals. The measures previously recommended by them are that special rewards should be rendered available in outlying parts of the country; that special rewards should be promptly offered in the case of exceptionally dangerous or destructive animals; and that local officers should encourage and assist shooting parties and issue licenses freely for arms where they are required for the extermination of wild beasts. These measures have been carried out in the various Provinces so far as they are suitable to the local conditions. The Provinces in which the loss of life from wild animals was highest

during the five years 1893 to 1897 were Bengal, the North-Western Provinces and Oudh, the Central Provinces, Madras, Assam and Burma. It has been noticed that sportsmen and professional *shikaris* experience year by year greater difficulties in finding tigers to shoot, and there is no doubt that the number of these animals in the most populous parts of the country is rapidly diminishing. The Government of India have observed with satisfaction that active measures have generally been taken to carry out their recommendations for the removal of the cover afforded for snakes by débris and undergrowth in or near villages. At the same time it seems to be vain to expect that the number of deaths from snake-bite will fall to a very material extent so long as the habits of the great

Resolution No. $\frac{14}{1545-1553}$, dated the 20th September 1894.

Resolution No. $\frac{15}{1377-1383}$, dated the 16th September 1895.

Resolution No. $\frac{24}{1369-1370}$, dated the 7th September 1896.

Resolution No. 2044—2058, dated the 6th October 1897.

Resolution No. 1941—55, dated the 7th October 1893.

bulk of the inhabitants remain as they are, and they continue to go barefooted and to sleep upon the ground. The Resolutions marginally noted contain the remarks of the Government of India on the reports showing the results of the measures adopted for the destruction of wild animals and

venomous snakes during the five years 1893 to 1897.

Indian perpetuities.—In 1894, the Government of India made proposals for

Despatch to Secretary of State, No. 5 (Judicial), dated the 26th January 1894.

Despatch from Secretary of State, No. 8 (Legislative), dated the 26th April 1894.

legislation to have the effect of empowering the Governor General in Council by an executive order to authorize the perpetual settlement of property for the maintenance of the dignity of hereditary and other titles. The Bill, however, was disapproved by the Secretary of State and was dropped. The Government of India subsequently declined to accede to the

Letter from the Government of Bengal, No. 650 P., dated the 15th February 1896.

Letter to the Government of Bengal, No. 869, dated the 20th June 1896.

prayer of Maharaja Bahadur Sir Jotindro Mohon Tagore, K.C.S.I., for permission to enable him to settle property in perpetuity

in favour of his successor in title for the maintenance and support of the hereditary title of Maharaja which has been conferred on him. The Government of India have recently addressed the Secretary of State on the subject

Despatch to Secretary of State, No. 43 (Judl.), dated 27th October 1898.

of certain proposals made by the Local Governments concerned for maintaining

the landed aristocracy of Oudh and Madras in possession of their states.

Measures for the preservation, in their families, of the estates of Taluqdars of Oudh and for declaring that ancient Zamindaris in the Madras Presidency are impartible and inalienable.—The main feature of the scheme relating to Oudh is that a Taluqdar may, with the sanction of the Local Government, make a declaration declaring the whole or part of his property (subject to the adjustment of the claims of any encumbrancer) to be inalienable, and that the effect of such declaration will be that, as long as it is in force, the property affected by it cannot be alienated, temporarily or permanently, either by any act of the owner or by the operation of law. The proposed measure is not to apply to all Taluqdars in Oudh, but only to those Taluqdars and grantees whose names are inserted in the second, third and fifth of the lists in section 8 of Act I of 1869, and to their heirs or legatees. These lists, made within six months of the passing of the Act, are lists of—(1) the Taluqdars whose estates, according to the custom of the family on or before 13th February 1856, ordinarily devolved on a single heir; (2) the Taluqdars, not included in the above, to whom sanads or grants were given by the British Government, up to the date fixed for the closing of the

lists, declaring that the succession to the estates comprised in such grants or sanads should in future be regulated by the rule of primogeniture, and (3) the grantees to whom sanads or grants were given as in (2). The Secretary of

* *Vide* Despatch quoted at end of the previous paragraph.

State has been addressed * with a view to the proposed legislation being undertaken

in the local Legislative Council.

The question relating to the ancient zamindaris in the Madras Presidency resembles the case of the Oudh Taluqdars inasmuch as the policy of preserving the old landed aristocracy by restricting the power of alienation is directly involved. Until some years ago it was believed that their estates were held under the law of primogeniture and that they were both impartible and inalienable. This view has not been upheld in some decisions given by the Privy Council, which have given rise to a great amount of litigation. The Government of Madras have proposed that it should be declared by legislation—(1) that ancient zamindaris and estates of the like nature which have descended as impartible continuously, from some date to be fixed, and of which no partition since that date can be proved, are impartible, and (2) that the powers of the holder of the estate for the time being shall be those of the managing member of a Hindu family governed by the ordinary law of succession. Apart from other considerations, the Government of India were of opinion that on grounds of general policy it was most desirable to prevent the decay of the old landed families of the Madras Presidency, which was likely to result from the interpretation that has been given of the existing law. In the Despatch referred to in the margin the proposal of the Government of Madras has been recommended for the Secretary of State's sanction.

Inquiries into the Conduct of Public Servants.—Inquiries under the Public Servants' (Inquiries) Act (XXXVII of 1850) were held in the following cases :—

1. Saiyid Haidar Mehdi, a Subordinate Judge in Oudh, was charged with

Letter from the Government of the North-Western Provinces and Oudh, No. 2700, dated 28th August 1896, and enclosures.

the dishonest misuse of his official powers; and the taking of bribes. The Commis-

sioners appointed under the Act were of opinion that four out of the eight charges framed had been established. Saiyid Haidar Mehdi was accordingly dismissed from the service.

2. Charges of bribery were preferred against Sardar Gurdial Singh, Man,

Resolution Nos. 533—86, dated 19th April 1898. Letter from the Government of the Punjab, No. 496-S., dated 11th July 1898, and Joint Report of Commissioners.

Letter to the Government of the Punjab, No. 1640, dated 8th August 1898.

Letter from the Government of the Punjab, No. 1126-S., dated 15th September 1898, and enclosures.

Letter from the Government of India to the Government of the North-Western Provinces and Oudh, No. 1921, dated 3rd October 1898.

The Sardar was dismissed from the service of Government, and the Governor General in Council has sanctioned his prosecution upon charges under the Indian Penal Code.

3. Raja Chitpal Singh, a Statutory Civilian and Joint Magistrate in the

Letter from the Government of the North-Western Provinces and Oudh, to the Government of India, No. 3291, dated 21st September 1898, and enclosures.

North-Western Provinces and Oudh, has been charged with employing persons to write judgments for him to write draft

depositions from the Police Diaries in criminal cases to be used by the Raja as depositions taken by him of evidence given in Court; to draft official reports

and letters, and to do other work which the Raja passed off as his own. He is also accused for having falsely charged one of the persons so employed by

Letter from the Government of India, Home Department, to the Government of the North-Western Provinces and Oudh, No. 2009, dated 13th October 1898.

Letter from the Commissioner of the Benares Division, to the Government of the North-Western Provinces and Oudh, No. ²⁶⁸_{XIII-114} dated 11th October 1898, and enclosure.

Government of India, Home Department, Resolution Nos. 2193-95, dated 4th November 1898.

Letter from the Government of India, to the Government of the North-Western Provinces and Oudh, No. 2196, dated 4th November 1898.

him with the offence of theft, knowing that there was no just or lawful ground for such charge. A Commission has been appointed by the Government of India to conduct a formal and public inquiry into the truth of the above imputations of misbehaviour. The report of the Commission is awaited.

Indian Explosives Act, 1884.—On the explosion of a dynamite magazine

Extract, paragraph 7, of Military letter from the Secretary of State, No. 3, dated the 11th January 1894, and enclosures.

Government of India, Home Department, Circular to Local Governments, No. ⁴₅₂₀₋₅₂₉, dated 28th March 1895, with Proceedings of Committee.

Government of India, Home Department, Circular to Local Governments, No. ³⁵₁₇₆₈₋₁₇₉₇, dated 21st November 1896, and draft rules for manufacture, possession and sale of explosives which were issued by all Local Governments.

Government of India, Home Department, Circular to Local Governments, Nos. 630-638, dated 26th April 1897.

Government of India, Home Department, Notification No. 1393, dated 8th July 1897.

Government of India, Home Department, Notification No. 1394, dated 8th July 1897.

in the Bombay Presidency, the rules issued under the Indian Explosives Act, 1884, were examined by the late Colonel Sir Vivian Majendie, Her Majesty's Chief Inspector of Explosives in England. His criticisms and recommendations were referred to a Committee (including certain experts) in India. The rules have since been revised in accordance with those recommendations in consultation with the Local Governments and Administrations. One of the principal measures taken on the advice of the late Sir Vivian Majendie

was the adoption of a system of examination of high explosives in India, and the periodical inspection of licensed places for the storage of explosives. The

Despatch to the Secretary of State, No. 85, dated 18th April 1894.

Despatch to the Secretary of State, No. 120, dated 13th May 1896.

Superintendent and the Assistant Superintendent of the Gunpowder Factory at Kirki in the Bombay Presidency were

appointed to be Chief Inspector and Inspector, respectively, under the Indian Explosives Act, 1884, in that Presidency, and, as there are no Ordnance Officers of the same class in the Madras Presidency, the two officers named above were appointed to be Chief Inspector and Inspector of Explosives in the latter Presidency as well as in Bombay. Similarly the Superintendent and Assistant Superintendent of the Gunpowder Factory at Ishapur were appointed Chief Inspector and Inspector of Explosives in the Bengal Presidency, arrangements being made for the Chief Inspector of Bengal to undertake the periodical inspection of magazines in Assam. The Ordnance Officer at Rangoon was appointed Inspector of Explosives for the Rangoon Town and Hanthawaddy Districts in Burma. The above arrangements were made tentatively. The amount of inspection made by the officers named depends upon the time for which they can be spared from their regular duties in the Ordnance Department.

Despatch to the Secretary of State, No. 90, dated 24th March 1898.

Despatch from Secretary of State, No. 78, dated 26th May 1898.

Despatch to the Secretary of State, No. 305, 6th October 1898.

Subsequently the Governor General in Council considered that, in view of the increase in the trade in explosives, he should also have in India an expert upon whose advice he could confidently rely.

Accordingly the Secretary of State's sanction was asked to the creation of an appointment of Chief Inspector of Explosives with the Government of India; and it was suggested that an officer to fill the post might

be selected in England from amongst Her Majesty's Inspectors of Explosives. No such officer was willing to accept the post on the terms proposed and the Secretary of State suggested that a suitable officer might be selected from the Ordnance Department in India, who, after a year's training in England, might be appointed to the post and seconded for five years, at the end of which period it could be determined whether his appointment should be made permanent. The Government of India were in urgent need of an expert adviser on explosives, and they accordingly appointed Captain C. A. Muspratt-Williams, R.A., of the Indian Ordnance Department to the post on probation; and reported it to the Secretary of State, whose confirmation of the appointment is awaited. The duties of the Chief Inspector of Explosives with the Government of India are to carry on the regular and systematic examination of all the important magazines, and to investigate and report on the causes of explosions (with the aid of the officers attached to the Gunpowder Factories named above, whose services as Chief Inspector and Inspector have been retained for the present), and to advise the Government in all matters connected with the administration of the Explosives Act and Rules.

Acting under the advice of the late Sir Vivian Majendie, the Governor General in Council issued a notification declaring that picric acid, subject to certain exceptions, shall be deemed to be an explosive.

Letter to the Government of Bengal, No. 268, dated the 9th February 1894, and enclosure.

Letter from the Government of Bengal, No. 1324-J., dated the 7th March 1894.

Letter from the Government of Bombay, No. 1537, dated the 1st March 1898, and enclosures.

Letter to the Government of Bombay, No. 859, dated the 25th May 1898.

Letter from the Government of Bombay, No. 4818, dated the 25th July 1898.

Letter to the Government of Bombay, No. 2524, dated the 21st December 1898.

A license was granted for the manufacture of a new explosive called Ripp Lene in favour of Messrs. Harold Boyd and King Charles Edmunds.

A license has also been granted for the manufacture of Roburite (an explosive of the nitro compound class) in the Bombay Presidency.

The question of issuing a table of distances to be left unoccupied around magazines of explosives is under consideration.

Government of India, Home Department, Circular to Local Governments, Nos 2177—88, dated the 16th October 1897, and enclosure.

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